The UNIVERSITY *of* PENNSYLVANIA LIBRARY CHRONICLE

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The UNIVERSITY *of* PENNSYLVANIA LIBRARY CHRONICLE

Issued
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the Friends of the Library of the
University of Pennsylvania

Vol 11 No 1 April 1943

The UNIVERSITY *of* PENNSYLVANIA

LIBRARY CHRONICLE

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C. Seymour Thompson — Editor

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LIBRARIES—OLD AND NEW

"Collections of books" *(bibliothecae),* wrote Justus Lipsius in 1602, "date from the earliest days, and, if I am not mistaken, were established as soon as letters were invented. The art of writing must have arisen almost as soon as man began to learn and to think; and this art would not have been profitable if books had not been preserved and arranged for present and future use."[1]

On the assumption that the Friends of the University's Library are friends of all libraries, we are making libraries, old and new, the subject of this issue of the *Library Chronicle:* the library of ancient times, illustrated by one which was contributing to civilization some two thousand years before the Christian era, described by Dr. Kramer, research fellow in the Babylonian section of the University Museum; our neighbor, the Darby Library, which contributed to the education and culture of Philadelphia in colonial years, and will observe its bicentennial May 1; certain aspects of a present-day public library's service, described by Miss Flexner, readers' adviser of the New York Public Library; and the article by Mr. Brown, our reference librarian, contrasting our "old" library of the present with the "new" library of 1891. If there be anything incongruous in thus combining periods and libraries so far separated in time and so dissimilar, it may be excused by the fact that libraries are probably as old as civilization, and from the earliest known antiquity have been recognized as an essential, integral part of civilization.

That education of all the people is a necessity for the success of a republic, and that libraries are an indispensable factor in

[1] *Syntagma de bibliothecis,* translated by John Cotton Dana. (*A brief outline of the history of libraries,* by Justus Lipsius; Chicago, 1907.)

education, are truisms in American thought, resting upon abundant precedent. "To make the people fittest to chuse, and the chosen fittest to govern," wrote Milton, "will be to mend our corrupt and faulty education;" and he urged establishment "all over the land" of "schooles, and competent libraries to those schooles, where languages and arts may be taught free together- - - - -. So all the land would be soone better civiliz'd." No one would say that American education is "corrupt and faulty;" yet it seems undeniable that in it, as in education throughout the world, something has been lacking—perhaps in some respects it has been positively at fault—for a world in which education was all that it should be would never have been visited by the cataclysm by which we are now shaken. What it is which needs to be "mended" is a problem for educators to work out; and if our libraries are to be a vital factor in education which shall tend toward permanent peace in the world, upon them lies a large part of the responsibility.

THE OLDEST "BOOK" CATALOGUE

By Samuel N. Kramer

The Sumerians are a non-Semitic, non-Indo-European people who flourished in southern Mesopotamia from the beginning of the fourth to the end of the third millennium B.C. During this long stretch of time, this people, whose racial and linguistic affiliations are still unclassifiable, represented the dominant cultural group of the entire Near East. For it was the Sumerians who developed and probably invented the cuneiform system of writing which was adopted in the course of time by nearly all the peoples of the Near East and without which the cultural progress of western Asia would have been largely impossible. It was the Sumerians who created and developed spiritual and religious concepts together with a remarkably well integrated pantheon which influenced profoundly all the peoples of the Near East including the Hebrews and the Greeks; moreover, by way of Judaism, Christianity, and Mohammedanism, not a few of these spiritual and religious concepts have come to permeate the modern civilized world.

Finally, it was these same Sumerians who produced a vast and highly developed literature, largely poetic in character, consisting of epics and myths, hymns and lamentations, proverbs and "words of wisdom." These compositions are inscribed in the cuneiform script on tablets which date largely from approximately 2000 B.C.; there is every reason to believe, however, that much of this literature was current in the third millennium B.C. In the course of the past hundred years, approximately three thousand such literary tablets and fragments have been excavated in the mounds of ancient Sumer. Of this number, over two thousand, more than two-

thirds of our basic source material, were excavated by the University of Pennsylvania in the mound covering ancient Nippur in the course of four gruelling campaigns lasting from 1889-1900; these Nippur tablets and fragments represent, therefore, the major source for the reconstruction of the Sumerian compositions and the restoration of Sumerian literature.

What now is the nature of the contents of this ancient Sumerian literature of more than four thousand years ago? As already mentioned, it consists of epics and myths, hymns and lamentations, proverbs and "wisdom" compositions. Of the *epic tales,* at least nine can now be restored in large part. Six of these commemorate the feats and exploits of the Sumerian heroes Enmerkar, Lugalbanda, and more especially Gilgamesh, the forerunner of the Greek hero Hercules; these Sumerian heroes lived in all probability towards the end of the fourth and beginning of the third millennium B.C. The remaining three epic tales deal with the destruction of Kur, the primeval monster which at least in a certain sense corresponds to the Babylonian goddess Tiamat, the Hebrew Leviathan, and perhaps the Greek Typhon. Of the extant Sumerian *myths,* several deal with the organization of the universe and the establishment of civilization; others are concerned with the nether world; still others involve the mysteries of the dying god and his resurrection.

Sumerian *hymns* are both royal and divine. The latter consist of songs of praise and exaltation directed to all the more important deities of the Sumerian pantheon; they show considerable diversity in size, structure, and content. The *royal* hymns, frequently self-laudatory in character, are dedicated largely to the Sumerian kings who reigned at the very end of the third millennium B.C. and to the *Semitic* kings which followed them. For though Sumer, conquered by the Semites in approximately 2050 B.C., had ceased to exist as a political entity, the Sumerian language continued to be used as the lit-

erary and religious language of the conquerors for many a century. Indeed almost all our Sumerian literary tablets date from this early post-Sumerian period.

The lamentation is a type of composition developed by the Sumerians to commemorate the not infrequent destruction of their cities by the surrounding more barbaric peoples; it is the forerunner of such Biblical compositions as the Book of Lamentations. One large poem consisting of more than four hundred lines which laments the destruction of Ur has already been restored and published by the writer, and a similar composition dealing with the destruction of Nippur and its restoration is in the process of being reconstructed. In addition it is now possible to restore large parts of a lamentation over the destruction of Sumer as a whole, and of another that may at the moment be best described as the "weeping mother" type. Finally we now have the larger part of a composition which laments a calamity that befell the city of Agade during the reign of the great Semitic king Naram-Sin who ruled in the second half of the third millennium B.C.

As for the "wisdom" compositions of the Sumerians, the prototypes of the "wisdom" literature current all over the Near East and exemplified by the Biblical Book of Proverbs, these consist of a large number of brief, pithy, and pointed proverbs and aphorisms; of various fables such as "The Bird and the Fish," "The Tree and the Reed," "The Pickax and the Plow," "Silver and Bronze;" finally, of a group of didactic compositions, long and short, several of which are devoted to a description of the process of learning the scribal art and of the advantages which flow from it.

To sum up, we are now on the very threshold of reconstructing and restoring a large part of the texts of a group of Sumerian literary compositions whose contents furnish an excellent cross-section of Sumerian literature as created and developed in the last half of the third and the very beginning of the second millennium B.C. On the day that this task is

completed and Sumerian literature is made available to scholar and layman, the humanities will be enriched by one of the most magnificent groups of documents ever brought to light. Creatively speaking, these documents rank among the finest known to civilized man. Moreover, because of their profound and enduring influence on the spiritual and religious development of the entire Near East, they may be described as a veritable untapped mine and treasure-house of significant source material and invaluable data for exploitation by all the relevant humanities. And it is perhaps not unjustified to point with pride to the fact that by and large it is the University of Pennsylvania and its University Museum which are responsible for this humanistic achievement made possible by the excavations of the Nippur expedition, the first American expedition to dig in Mesopotamia.

With the conclusion of the introductory comment on the scope of Sumerian literature and on the nature of its contents, we can now turn to our Sumerian literary catalogue. As the reader will now have realized, by approximately 2000 B.C. a large number of Sumerian literary compositions of all types were current in the temple schools and libraries of Sumer; these varied in length from less than one hundred to more than eight hundred lines, and were inscribed on clay tablets and clay prisms of assorted sizes and shapes which had to be handled, stored, and cared for. *A priori,* therefore, it seemed reasonable to expect that at least some of the scribes in charge of the tablets in the temple or royal "tablet house," as the Sumerians themselves called it, would find it convenient to note and list the names of this or that group of literary compositions for purposes of reference and filing; that is, that they would catalogue by title one or another group of compositions for any of the numerous practical needs involved in the process of storing the tablets, if for no more abstract reasons. It is just such a literary catalogue which I recently identified among the unpublished Nippur literary tablets in the Univer-

sity Museum and whose contents I have the pleasure of sketching in the following pages; the scientific analysis of the tablet for the benefit of the cuneiform specialist has just appeared in the last issue of the BULLETIN OF THE AMERICAN SCHOOLS OF ORIENTAL RESEARCH.

The tablet, bearing the museum number 29.15.155, is in almost perfect condition; it is quite small, only 2½ inches in length and 1½ inches in width. Small as it is, the scribe, by dividing each side into two columns and by using a minute script, succeeded in cataloguing the titles of *sixty-two* literary compositions. If the reader will now turn to the photograph of my hand copy of the tablet, he will note that the scribe divided the first forty titles into groups of ten by ruling a dividing line between Nos. 10 and 11, 20 and 21, 30 and 31, 40 and 41. The remaining twenty-two titles he divided into two groups, the first consisting of nine, and the second, of thirteen titles. And what is most interesting, *at least twenty-one of the titles which this ancient scribe of approximately 2000 B.C. listed in his catalogue, are of compositions whose texts we now actually have in large part as written down by himself and his colleagues.* Needless to say we may have large portions of the texts of a good many more compositions whose titles are listed in this catalogue. But since the title of a Sumerian composition consisted of *all* or *part* of the *first line* of the composition, there is no way of knowing the titles of the numerous compositions whose texts we have in large part but whose first lines are broken away.

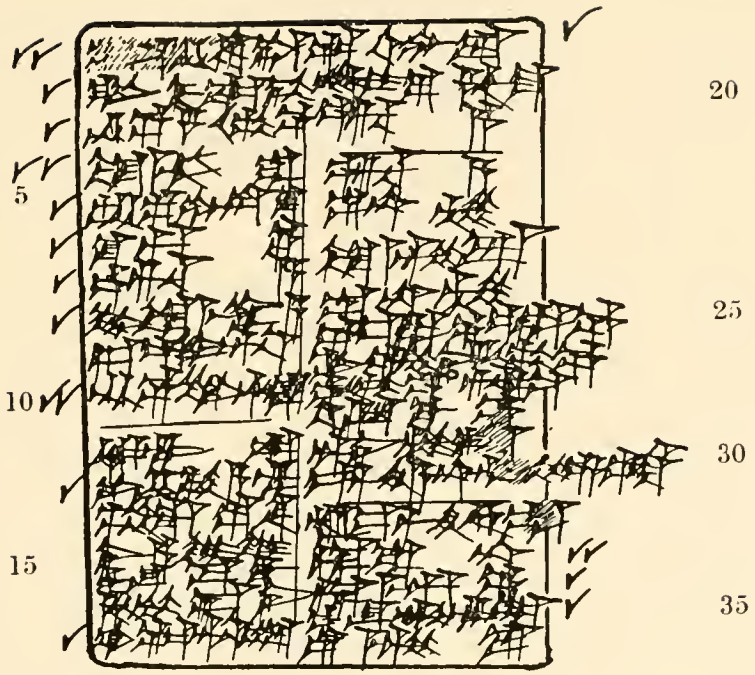
To illustrate the contents of the catalogue and its method I shall now proceed to interpret six of its typical titles which I have *double-checked* on the accompanying photograph of the hand-copy of the tablet:

The first (line 1 on the tablet photograph) is the title of a hymn devoted to the great Sumerian king Shulgi who ruled at the close of the third millennium B.C.; it consists of the first half of the first line of the poem and reads: *lugal-me-en sha-ta*

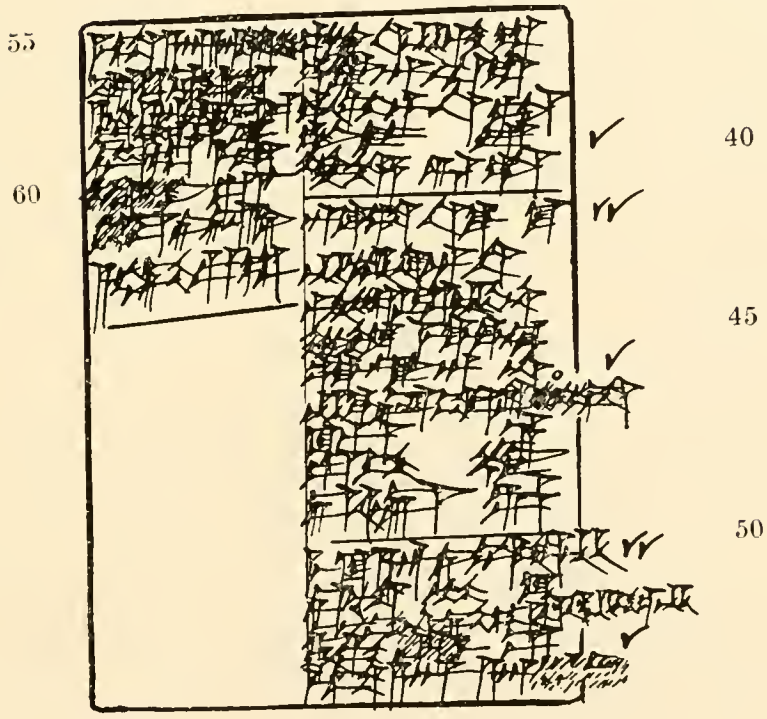
Obverse

Reverse

PHOTOGRAPH OF TABLET



Obverse



Reverse

AUTOGRAPH OF TABLET

"A king am I, from the womb (a hero am I)."

The second (line 4 on the tablet photograph) is the title of a hymn to the Sumerian goddess Inanna, the prototype of Venus; it consists of the first half of the first line of the poem and reads: *nin-me-shar-ra* "Queen of all the divine decrees (bright shining light)."

The third (line 10 on the tablet photograph) is the title of an epic tale, the earliest known poem dealing with the heroic search for fame and immortality. The hero is Gilgamesh, the forerunner of the Greek Hercules; the poem describes his journey to the cedar mountain of immortality where he slays the ferocious monster Huwawa. The title of this composition of which I am now preparing a scientific edition under the name "Gilgamesh and Huwawa; The Search for Fame and Immortality," consists of the first half of the first line of the poem and reads: *en-e kur-lu-ti-la-she* "The lord (Gilgamesh) towards the mountain of immortality (set his mind)."

The fourth (line 32 on the tablet photograph) is the title of a lamentation over the destruction of Ur, Biblical Ur of the Chaldees, which has been almost completely restored and translated by me in a monograph published by the Oriental Institute of the University of Chicago in 1940; it consists of the first phrase of the poem and reads: *tur-ra-na* "His stall (he has abandoned; he has delivered his sheepfold to the wind)."

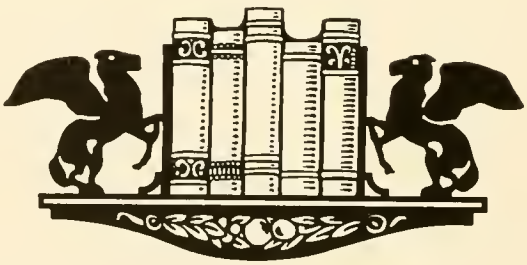
The fifth (line 41 on the tablet photograph) is the title of a myth describing the descent of the goddess Inanna to the nether world resulting in her death and resurrection; it is the contents of this myth which were read and analyzed by me two years ago before the American Philosophical Society and which have since been published in full in the PROCEEDINGS OF THE AMERICAN PHILOSOPHICAL SOCIETY (vol. 85:293-323). The title of the myth consists of the first half of the first line and reads: *an-gal-ta ki-gal-she* "From the great above toward the great below (she set her mind)."

The sixth (line 50 on the tablet photograph) is the title of a "wisdom" composition which furnishes a charming description of the life and activities of a youngster learning the scribal art; it consists of the *last* half of the first line of the composition and reads: *me-she-am i-du-de-en* "(Son of the tablet-house, this day) whither are you going?"

After recognizing and deciphering the contents of the catalogue tablet in the University Museum I decided to look through all the Sumerian material published by the various museums in the course of the past decades to see if a similar tablet, the nature of its contents unrecognized, had not already been published. Sure enough, in searching through the Louvre publication *Textes Religieux Sumériens,* I found that the Louvre tablet AO 5393, described by its copyist, the eminent French scholar Henri de Genouillac, as a hymn, is really a catalogue corresponding in large part to our University Museum tablet; indeed, to judge from the script, it may have been written by the very same scribe. The Louvre tablet is also divided into four columns; it catalogues *sixty-eight* titles, six more than the University Museum tablet. Forty-three of the titles are identical on the two tablets although the order frequently varies. The Louvre tablet, therefore, has twenty-five titles that are not in the University Museum tablet, while the latter has nineteen that are not in the former. All in all our two catalogues together list the titles of eighty-seven literary compositions. Moreover among the twenty-five which are listed only in the Louvre tablet, seven are of compositions whose texts we now have in large part; thus bringing the total of identifiable compositions to twenty-eight.

What now can we discover of the principle or principles which guided the ancient scribe in the arrangement of his catalogue? In the first place, since the forty-three titles which are common to both catalogues differ considerably in the order of their arrangement, it is obvious that the guiding principles were not identical for the two catalogues. *A priori* one might

have expected the nature of the contents of the compositions to have been the determining criterion. Actually, however, this is rarely the case; the only very convincing example of arrangement according to content is that of the last thirteen titles of the University Museum tablet which are all "wisdom" compositions and which, interestingly enough, are all omitted on the Louvre tablet. Moreover at present we are quite ignorant of the practical purposes which the catalogue was intended to serve and can only guess vaguely at the actual factors impelling the scribe to a particular choice. Thus to mention some of the more obvious possibilities, he may have written the titles as he "packed" the literary tablets in a tablet jar, or as he "unpacked" them from one, or perhaps as he arranged them on the shelves of the library room of the "tablet-house"; in any case the *size* of the tablet may have played a considerable role in the order of selection. And so until we obtain additional relevant data, the problem of the catalogue arrangement must remain obscure.



THE DARBY LIBRARY IN 1743

By C. Seymour Thompson

Franklin tells us that after the Library Company of Philadelphia, which he and a small group of associates had founded in 1731, had "manifested its utility," it was soon "imitated by other towns, and in other provinces." Even in Philadelphia, small as it was, this process of imitation, expedited by the annually increasing cost of shares in the progenitor, brought another library (the Union Library Company) in 1746, and two more (the Amicable and the Association library companies) in 1757. In the meantime the neighboring town of Darby had taken up the idea. Darby was then a "sparsely settled" community, says a local historian, with several mills; two small schools; a Friends' meeting-house; several public-houses; and a blacksmith's shop; most of the inhabitants were members of the Society of Friends; "such was the town—small, isolated, slow, poorly equipped, nestling amid its many hills."[1] Among the inhabitants were some, as in most communities in the colonies, who, in Franklin's phrase, "lov'd reading." Philadelphia, with its Library Company, was of less easy access than it is today, and to some of the booklovers it occurred that Darby might have its own library. Decision to bring this about was made by twenty-nine residents who, at a meeting on March 10, 1743, organized the Darby Library Company. The Articles of Agreement, which were signed on the first of May by twenty-two of the organizers, proclaimed:

Be it Known unto all men to whom these Presents may Concern

That whereas we the Subscribers Being Dissireous to Propagate Usefull knowledge Both Religious & Civil; and therefore the Better to Accomplish the Same have and Do hereby Agree to the following

[1] Charles Lloyd Serrill, *Historical address delivered on the one hundred and fiftieth anniversary of the founding of the Darby Library Company*, 1893.

Articles (that is to say) ffirst to Joyn our Selves in Copertnership or as Coperceners, and Each of us Pay the Sum of twenty Shillings into the hands of some Person which we shall (by the methods hereafter Prescribed) Appoint; In order to Purchase a Suitable Set of Books for a Library, and also Pay the further Sum of five Shillings a Year to the Treasurer hereafter Appointed for and towards the Purchaseing of such Books and the Necessary Expences of the Library, as two thirds of the Company shall Dirict.[2]

"It is found by long Experiance," say the Articles, "that no Considerable number of People will at all times keep in a Rigular, Decent, Decorum, without Some Necessary forms and Rules to walk and Actt by, And Suitable Persons Authorised to Put those Rules in Execution." It was therefore stipulated:

that there be an Ellection held yearly on the first Day of may (Except that happens on the first Day of the week and in Such Cases on the Day next following) to Ellect by tickit a Secretary, treasurer, Librarine, and four Other Persons for Assistants, and also to Admit Such Persons into the Company as two thirds of the members therebeing shall Approve off; And to Consider, Regulate, & Determine all such matters and things, as may be laid before the Company by any of the members thereof, and if any of the members neglects to appear and Give their attendance at the s^d^ Ellections, they shall forfitt two Shillings for Every such neglect to ye s^d^ Company for the Use of the Library (unless they appear at the next Ellection and shew Cause to the Sattisfaction of two thirds of the Company then Present why they did not Appear and Attend as affores^d^.)

The method of balloting at the annual election was outlined as follows:

The Secretary, with the Assistants and Library Company then Present, shall Seat themselves in a Sober Decent Regular manner such as becomes Christians and Students, then the Secretary shall Call the members by their names Respectively, as they stand on the Records to Deliver in their votes which shall be writt in a small Peice of Paper ffolded up, with the names of the Persons writt therein, whom they would have for Secretary, treasurer, Librarine, & Assistants for the Ensueing Year.

[2] "The Actts and Proceedings of the Darby Library Company."

Responsibilities of members of the Company were set forth in two other articles:

It is hereby Agreed that the Librarine, nor any other member thereof, nither lend, hire, nor suffer any Books Belonging to the Library, to be Used by any other Person whatsoever but those [belonging to] the Library Company under such Penalties as two thirds of the s^d^ Company met as affores^d^ shall Judge Reasonable to Impose Upon him, or them, for such Unfair Practices, to be Recovered by any Person whom two thirds of the Company met as affores^d^ shall appoint to Sue for and Recover the Same.

It is also hereby Agreed that if any of the Library Company should behave themselves, in such an Indecent, Unbecomeing, Disorderly manner, as to become Disagreeable, Disreputeable, and troublesom; In all such Cases two thirds of the Library Company mett as affores^d^ may by their order from under the hand of the Secretary Dirict the treasurer for the time being to Repay such offender or offenders his or their Prime Cost of the Library, Books, &c (out of the Library Stock) after Deducting a Reasonable abatement for the ware and Decay of the s^d^ Books, and Incident Charges of the Library, &c., then shall the offender or offenders be Disowned by the Company met as affores^d^, and thereby Declared to have no Share, Right, Property, or Priviledge to the Library, Books or any thing thereunto belonging and their Proceedings therein shall be Entred on the Record accordingly.

Some of the entries in the "Actts and Proceedings" show that members who failed to pay their subscription money or to meet similar obligations were regarded as "Disorderly Persons for not complying with their Promises and Engagements." This suggests that the provisions concerning "Indecent, Unbecomeing, Disorderly manner" were aimed, not at hypothetical malefactors of a criminal or otherwise socially undesirable type, but at members, in other respects irreproachable, who failed to comply with the regulations of the Company.

On the advice of their distinguished neighbor John Bartram the Company solicited the assistance of Peter Collinson, of London, in purchasing books for the library. Bartram himself wrote to Collinson on their behalf, and Joseph Bonsall, who

had been elected secretary, sent the following letter:

14th of 4th Mo. 1743.

ffrd. Peter Collison. There is a small number of us in Darby near Philadelphia who have formed our Selves, into a Company in order to Purchase a small set of Books for our use, with well Grounded Expectations of our number Increaseing in a little time, and being advised by our ffrd and neighbour John Bartram to apply to thee to Purchase the said Books, in Confidence of thy Good Disposition (from the Character he gives of thee) to Encourage such a Design have thought thereupon to send to and Dissire thee to do such an office of kindness for us, but as our number is but small so is the sum of money, only amounting to fourteen pounds, as Pr bill of Exchange Drawn by Rebeca Edgel on Larance Williams, mercht., Payable to thee in 30 days after sight thereof; we also send herewith a Catalogue of Such Books as our Company approved off; Requesting thee to be so Good, as to buy so many of them (takeing them in order as they stand on the list) as the mony will Extend to pay, Reserveing sufficent to sattisfie thy Self for thy trouble, with the Cost of Insurance here. And when the Books are Purchased Please to ship them off p'r the first oppertunity for Phila. in such a manner and with such Dirictions as appears to thee most Convenient, Either for John Bartram or the Subscriber hereof; be so Good also as to get the Books lettered on the back, if that Can be done without much trouble or Cost, or as many of them as Conveniently may be; we also Dissire thee to send the Price of Each Book Purchased, that being necessary for us to know in Pursuance of our Agreemt—thy answering our Requests will much oblige us who with Due Respects are thy unfeigned ffriends.

Selection of books to be purchased was a serious undertaking. Unfortunately the minutes record none of the discussions which may have been held, or the arguments for or against the purchase of certain titles, but the method by which decisions should be made was fully outlined in the Articles of Agreement:

When the Busseness Respecting the Receiveing of new members appears to be over, then shall the Company Proceed to the nominateing of Books to be Purchased into the Library in the manner following that is to say, the first member on the list shall be first Called by the Secretary

to Prepose the first Book and the other members in like manner shall be Respectively Called as affores^{d} in order; after Each member hath Preposed a Book in the manner herein Diricted, that is to say, Each member that Preposes a Book shall give the Company the title thereof and the Character he understands it to bear, or Justly Deserves then may any of the members object against it, and Debate the matter; Yet nevertheless it shall be Put to Vote in the following manner (Vidicilit) [*sic*] the Secretary shall acquaint the Company, that a member thereof Proposes such a Book to be Purchased into the Library (mentioning the title and Character the member gave it who Preposed the same) and all that are for it stand up, and if two thirds of the Company then Present are for it then shall the Secretary accordingly Enter it in a Book by the Company Provided for that Purpose, In order that the Persons appointed from time to time to Purchase Books for the Library Company may know what Books to Purchase and if any of the Books Preposed by any of the members be Rejected on a Vote, those members (after ye list is gone through as affores^{d}) shall in like manner as affores^{d} have the Priviledge of Preposing the Same or other Books again to the Company which shall be Put to Vote in manner affores^{d} and if obtain'd be Entered as affores^{d}.

A good estimate of reading interests in the town can be formed from the representation given to various fields of knowledge in the selection of titles for the first purchase. Travel and geography stand first, with seven titles, and history (including one biographical work) stands third, with five—religion and church history coming in between with six. Closely allied to the historical are two works on public law and government; the only representative of *belles-lettres* is the *Spectator*. That fifteen of the first thirty titles chosen were books relating to other lands, to questions of law or government, or to literature of current interest, is evidence of a desire, which was manifest throughout the colonies, to escape from provincialism of thought and knowledge.

In the following list of these thirty titles we indicate by an asterisk thirteen which Peter Collinson did not procure.

Travel and Geography. 1. Patrick Gordon's *Geography anatomiz'd, or, the geographical grammar.* 2. Henry Maundrell's *A journey from Aleppo to Jerusalem at Easter, A.D. 1697;* a classic work by an oriental traveler, which went through many editions and was translated into French, Dutch, and German. 3. Joseph Pitton de Tournefort's *A voyage into the Levant perform'd by command of the late French king;* by one of the most illustrious French botanists, copiously illustrated by copperplates, many of them depicting plants. 4. "Addison's Travels;" presumably his *Remarks on several parts of Italy - - - in the years 1701, 1702, 1703.* 5. **A collection of voyages,* 4 vols., 1729, containing "Captain Dampier's voyages round the world" and several other narratives. 6. *Sir William Temple's *Observations upon the United Provinces of the Netherlands.* 7. *"Remarkable Sayings of the Eastern Nations;" presumably the work entitled *Remarkable sayings, apophthegms, and maxims of the Eastern nations,* compiled by Antoine Galland, the first European translator of the *Arabian nights,* whose *Mille et une nuits* is still the standard French translation.

History. 1. Samuel von Pufendorf's *The compleat history of Sweden - - - translated from the original High-Dutch.* 2. Sir Walter Raleigh's *History of the world.* 3. Thomas Lediard's *Life of John, Duke of Marlborough,* 3 vols. 4. *Gabriel Daniel's *History of France from the first French monarchy - - - to the death of Lewis the Fourteenth,* translated from the French, 5 vols. 5. *Sir William Temple's *Memoirs of what past in Christendom from the war begun in 1672 - - - to the peace concluded in 1679.*

Public law and Government. 1. Samuel von Pufendorf's *Of the law of nature and nations.* 2. **Cato's letters, or, essays on liberty, civil and religious, and other important subjects* (by John Trenchard and Thomas Gordon), 4 vols.

Current literature. The Spectator, 8 vols.

Religion. 1. Robert Barclay's *Apology for the true Christian divinity, as the same is held forth, and preached, by the people called, in scorn, Quakers.* 2. William Sherlock's *Practical discourse concerning death.* 3. William Wollaston, *The religion of nature delineated.* 4. *"Eusibus Eccelessasticul history." An abridged English edition of the *Historia ecclesiastica* of Eusebius Pamphilus was published in 1703. 5. *"Ladies Religion;" presumably the anonymous work entitled *A lady's religion: in a letter to the Honourable my Lady Howard. By a Divine of the Church of England.* 6. *Thomas Story's *Discourses delivered in the publick assemblies of the people called Quakers.*

Science. 1. William Whiston's *New theory of the earth, from its original, to the consummation of all things* (in which the Deluge is explained as the result of a collision between the earth and a comet). 2. His *Astronomical principles of religion, natural and reveal'd.*

Natural History. *Thomas Boreman's *Description of three hundred animals. - - - With a particular account of the whale-fishery - - -.*

Education. 1. John Locke's *Some thoughts concerning education.* 2. William Darrell's *Gentleman instructed in the conduct of a virtuous and happy life.*

Law (Civil and Criminal). 1. *John Godolphin's *Orphan's legacy* ("a testimentary abridgement of last wills and testaments, of executors and administrators, of legacies and devises, etc."). 2. **A compleat collection of tryals - - - at the Sessions-House in the Old Bailey for near fifty years past.*

And, finally, a work we have not identified—*"Droughrys [?] General Guager"—and Thomas Dyche's *New general English dictionary: to which is prefixed, a compendious English grammar.*

The letter of instruction to Collinson had not suggested that he substitute other works for any on the list which might be unobtainable, but he seems to have done this, for the shipment included six titles which had not been "voted on" by the Company. To supplement the religious books he sent *The Independent Whig: or, A Defence of primitive Christianity and of our ecclesiastical establishment, against the exorbitant claims and encroachments of fanatical and disaffected clergymen* (by John Trenchard and Thomas Gordon). Thomas Wood's *Institute of the laws of England* was perhaps meant to substitute for the "Tryals in the Old Bailey." For agricultural interests he sent a book by Jethro Tull, *Horse-hoing husbandry, or, an essay on the principles of tillage and vegetation.* For wide popular interest he was safe in sending *The eight volumes of letters writ by a Turkish Spy,* by Giovanni Paolo Marana (and others); in which were related "remarkable transactions of Europe" and "several intrigues and secrets of the Christian courts." Then, for a more purely literary flavor, he sent Milton's *Paradise lost* and *Paradise regain'd,* and Sir Richard Blackmore's *Creation: a philosophical poem demonstrating the existence and Providence of a God.*

READERS' ADVISORY SERVICE IN THE NEW YORK PUBLIC LIBRARY, 1943

By Jennie M. Flexner

The Readers' Advisory Service in the New York Public Library has been in existence since 1939. A quiet corner in the busy library at 42nd Street and Fifth Avenue has served as the central office for a service which started with a staff of one, and now has part-time readers' advisers functioning in thirty branch libraries scattered over the city. The central staff now consists of four librarians and a secretary. It was originally planned to help the adult, the out-of-school reader, wanting more advice about the selection of books than could be found at busy desks and in crowded reference rooms. The informal student, the individual interested in using his library for further education, whether of a cultural or a vocational nature, was the reader for whom this service was planned. His requests have controlled the expansion of this office. Though many apparently unrelated services are given by the readers' advisers, certain basic ideas continue to define the limitations of this work.

No real research is undertaken in answering the questions of these readers. The Reference Department of this library renders such service. Students having access to school, college, or university libraries are not served. We make no bibliographies or reading lists for term papers or theses.

The librarians who serve in this capacity are experienced in work with people and in general book selection. Such more or less brief lists of books as are prepared as a means of answering the reader's questions and needs are usually selected from many titles examined. Those are chosen which seem to meet expressed need which the reader defines in the informal inter-

view with a readers' adviser, which precedes all assistance. Through the years the outline for the interview with the reader has developed, and though no formula has ever been set down the uniform information essential for the special selection to meet specified needs has been recorded for many thousands of individual readers.

In a great library, such as the New York Public Library, with its resources, it has been possible to develop this work under most advantageous conditions. The book for the reader can be examined and selected from many which may seem right, but often do not answer the definite purpose. As these books have been examined and evaluated, tested by staffs and reported on by readers, an informal annotated subject catalogue has been built, suitable to the non-research reader. This catalogue has become an invaluable tool, used by staffs in the building and in the branches, as an aid in book selection. It is also often used as a point of departure by readers who come asking more service than the staff can give. These teachers, writers, and graduate students select titles which serve to start them in the use of the greater resources found in the library's catalogues.

In addition to this rather home-made catalogue, altered to suit growing needs, built entirely from books examined by the staff, including some older books and many newer, up-to-date titles, the tools in the office consist of a selection of books and periodicals, definitely of assistance to the staff in its efforts toward authoritative book selection. A subject file of reading lists, carbon copies of lists sent to readers, clipped and published bibliographies, announcements of forthcoming books, is of value to many. In this file we gather, keep for its period of usefulness, and discard, material related to selective bibliographies on any and every subject. We are not concerned with complete and scholarly bibliographies, which are available in other parts of the library.

The office has a small collection of books on its shelves—

books which do not circulate, which are bought for their relation to our type of work in the field of selective bibliography; books which relate definitely to adult education and the library; books concerned with reading habits of adults and their improvement; a collection of pamphlets which serve as samples of series, of use to club leaders, teachers of adult classes, and adult students. Information on adult schools and classes, kept up to date during the era of W.P.A. teaching, brought thousands to the office for this information. A logical development of this service was the war information service which is now available in the central office and all branches. Lack of space in the central office makes any display impossible in connection with this service, but direction to classes and agencies concerned with the services of the army, navy, air force, and the marines, is available and is much used by non-readers who turn to the library for guidance in these problems.

In addition to the individuals who need guidance and aid in book selection, who find too many cards in the catalogue, too few books on the shelves, who want a good beginning book on any known subject, there are also those readers who want instruction in the use of the library or some part of it.

The work of the readers' advisers leads naturally to the leaders of groups, the men and women concerned with program building, the use of books to supplement discussions. In New York, with its numerous headquarters of many associations and boards, much aid has been given to central groups, who have distributed the lists of books suggested through bulletins and magazines. At one time or another, the National Federation of Business and Professional Women's Clubs, the Y's, the Town Hall of the Air, the National Tuberculosis Association, The Junior League of the United Hospital Fund, churches, the Council on Books in Wartime and many other organizations, have used the resources of the office and its experience in list building. But whatever is done by readers' advisers for groups, for forums, for discussion groups, in the preparation

of lists for publication, the individual is always the first concern of the librarians, the selection of books is made with the librarian's thought focussed on the level on which the individuals in the group read comfortably and satisfactorily. It is the reader with whom we are concerned.

Since the organization of this office, just prior to the depression, we have, with the rest of the country, come through many vocational changes, and the trends of living and thinking have influenced the questions asked. The depression, with the reader's preoccupation with adult vocational readjustment, new jobs, new vocabularies, new philosophies, and new needs for information in many fields, taught us much. The developments in Europe following 1933 brought new problems and called for new skills in meeting a group of readers, used to books and libraries, but unfamiliar with American ways and American libraries.

The library had always been accustomed to calls for help in the preparation for naturalization of immigrants, but the refugees who have come since 1933 presented very different problems. Up-rooted men and women, many of them who had never thought of the United States, except as exemplified by the motion pictures or described by Sinclair Lewis, Hemingway, Dos Passos, or Upton Sinclair, found themselves in this strange country with no American-English, no knowledge of our way of life, often without their own possessions and with no financial resources. They turned by instinct to the library, which helped them to find classes in English, often run in their neighborhood branches. It was soon recognized that something different must be done for these people in book selection. List after list, on many levels, were prepared—books about America by Americans, books that gave pictures of normal life, that described the country, that told of our government and institutions, that created in the minds of these people real pictures of our way of life, while they were studying the language. The library staff, and especially the readers' advisers,

learned a great deal from the reactions of this group, which included Ph.D.'s and salesmen, cooks and housewives, young people and old people, all struggling toward a useful acquaintance with our language and life, trying to adjust to new community ways, to learn everything over again. The place of the library in the readjustment of these people has been and continues to be an important one.

The approaching war and its declaration swept out of this, and all libraries, a large proportion of the younger readers concerned with informal education, and have sent in their stead many readers wanting "refresher courses" to help them in the preparation for new work, for the building of new skills, or the adapting of old ones to war work. And now the soldiers and sailors are beginning to come back and to write for some of the direction and guidance they were accustomed to find in libraries. Men who expect to pick up their interrupted lives want lists of books that they can take with them, or can find in Africa, Alaska, or camps scattered over the country. And, as always, there are those wanting to fill in gaps in education and go ahead with their jobs and their studies—men and women who for one reason or another are not able to carry on war work or get into the services. These regular readers are very welcome and present problems with which the librarian is always glad to assist.

Books about post-war plans, history and background for preparing for peace, books which can be read aloud in a dark and gasless era, books about the places where the boys are fighting, escape, release for these days when the mind is too preoccupied with terror—these are some of the requests which are made regularly by the stay-at-homes, whose lives also are greatly changed. These are some of the questions the readers' advisers face—and will continue to relate to books in the days full of change that lie ahead.

THE UNIVERSITY LIBRARY, NEW AND OLD

By H. Glenn Brown

In 1891 the University of Pennsylvania Library was new. It was not only a new library, but also an architectural experiment incorporating distinct innovations. No other library could boast of a stack room with a glass roof, glass floors, and even partially glass walls; and few buildings of its size and dignity were designed so that the structural materials were exposed on the inside as the brick walls and steel beams are exposed in our library's reading rooms. In this latter respect the architects anticipated the tenets of some of our most progressive modern architects and applied them so well that they were accepted with little criticism in 1891.

The new building was a light and spacious meeting place for books and readers. Of these there were about 200,000 books and pamphlets and considerably less than 1000 students. Not until 1899 was it necessary to build the "horseshoe" of desks in the main reading room—a few long tables had sufficed in the beginning—and the stack room was light and clean and the shelves far from crowded. Indeed for many years the experiment with the glass stack was very successful; no other large library stack had ever received so much natural light. Penn men could be proud that their library received enthusiastic comment not only in architectural and library journals but also in *Harper's Weekly,* and though now the eclectic exterior with its several additions seems grotesque to many a student and visitor, it is not hard to imagine the pride with which the academic community of 1891 entered those doors with the mottoes above. No doubt many read the motto over the vestibule doors with some emotion:

O blessed Letters! that combine in one
All ages past, and make one live with all!
By you we do confer with who are gone
And the dead-living unto counsel call.

Now, in 1943, students and faculty flow under that motto with never a glance toward it, and the works of Samuel Daniel, from whose *Musophilus* the quotation is taken, are jammed on shelves so tightly packed that it is difficult to get the blessed letters off and hazardous to put them back. Indeed, the building is full to overflowing. The 200,000 volumes of 1891 have grown to nearly a million, of which about 300,000 are distributed among school and departmental libraries. The capacious stack erected through the generosity of the Duhring bequest supports a vast store of books, and even the very top of the library's tower houses a full share. There, up some ninety-odd steps (probably more than even Franklin would have recommended for exercise) rest hundreds of volumes of valuable newspapers. The fact is that in 1943 the University Library is old, not in years nor in the vitality of its collections, but in its ability to function as a meeting place of books and readers.

It is old because enrollments and changing methods of teaching have proceeded beyond any further adaptations to their needs. It is old because the availability of books through purchase and gift has exceeded the best efforts to adapt the building to their housing. It is old because all of these factors necessitate a multiplicity of services in the preparation and use of books for which the building was not designed and for which it grows daily more inadequate.

Yet there is a paradoxical newness springing from this old building. It is a paradox brought about not solely by the tremendously increased number of readers, nor by new methods of teaching, nor by a book-stock increased to nearly a million volumes, but by the fact that books are living things. That

they are not dead packages of paper is eloquently blazoned in Daniel's motto above the vestibule door, and now in 1943 their life affects ours not only as Daniel suggested but also in ways he could not have guessed.

Today the books in the University Library mould not only our ideals and values but also the physical elements of comfort and well-being and, just now, the weapons of our freedom. Never before have books been so vital in the production of physical comforts nor so essential to warfare. And never before have they furnished greater aid in the shaping of a new world for a freer, more enlightened mankind.

When the University lends books to such corporations as R. C. A. or DuPont's, as it does frequently, those books may be steps in the process of producing a new radio, a new plastic, or a new powder. And who can doubt the blows to the enemy struck by the hundreds of books which have gone to the Frankford Arsenal and the Signal Corps during the last year? Such agencies are now astonishingly dependent upon books, and the University can well be proud that its library is one of the major sources in this area. These extra-curricular demands are accepted as part of the day's work now, and the staff gladly fulfills its new responsibilities to the best of its ability. No letter in the daily mail of the past year was more gratifying than a note of warm thanks from a captain of the Signal Corps for our service in lending books to his laboratory. This assistance to government and to industry is obviously a comparatively new phase of the University Library's activities, and though it ordinarily would amount to only a minor part of the daily use of the library, just now its importance cannot be overestimated, and in the years to come it will undoubtedly continue to be a significant function.

Moreover, the established, traditional functions of the library assume a new significance. Bigotry and barbarism do not give way to arms alone; political science, economics, sociology, history, literature, and philosophy are as essential to total victory as military science. The hope of a new world

depends greatly upon scholarship imbued with wisdom, and the materials for this scholarship are abundant in the University Library. The sources may vary from early editions of Aristotle to pamphlets in the Key Center of War Information, from the *Acta Sanctorum* to the latest encyclical, from the philosophy of Plato to the poetry of Whitman, or from the House of Democracy exhibit to the bulletin board display of American propaganda. Whatever it may be that moulds the leaders of a free and enlightened mankind, no one now can doubt the influence of books in libraries such as ours.

So the old library plays a new part, both within its walls and outside, in these ways and in many others which a thoughtful reader may discover for himself. It is not only that the library has more and newer books; it is simply that books are alive, and that the University Library is a living, productive organization.

Such an organization needs good housing; it cannot continue its effectiveness long, nor realize its potentialities for greater effectiveness, under such conditions as now exist in the University Library. Books, like people, need provision for their well-being. Perhaps a per cent of the purchase price of each book should be set aside for its housing and protection! And the readers should have light, clean and spacious accommodations for using these books. All that is implied in these statements must materialize soon in order that the University Library may continue to be the vital force it now is in the academic community and in the larger area it also serves. The time is late, but not too late. "Too little and too late" must not replace any of the mottoes now gracing the Library windows. Better that we retain Samuel Daniel's "O blessed Letters - - - - " and blazon it once again over a bright and spacious meeting place for books and readers. For the present we may find solace in another of the Library's mottoes, now practically obscured by book cases in the American History room. It is this quotation from the second part of *Henry IV:* "Past and to come seem best; things present worst."

AN INTERNATIONAL BOOK-SHELF

"The Cause of America is in a great Measure the Cause of all Mankind."
Thomas Paine.

The "International Book-Shelf" is to be two things. Physically, it is still in course of preparation, to consist of a section of shelving in the reading room on which will be placed, conveniently available for reading in the Library or for borrowing, a small collection of books relating to the history, government, economic conditions, and social life of the principal countries of the world; to the first World War and the following years, culminating in the present conflict; and to problems which will be involved in framing a new peace and establishing a world regime under which peace can endure. In our present building it is impossible to have the "open-shelf" reading room which has long been the most urgent need in our educational service to undergraduates. Through this small collection we hope to supply that need to some extent, so far as the subjects mentioned are concerned, to the end that all who use the Library may have direct access to a carefully chosen collection of books relating to our own country; to our neighbors, both near and remote; and to the new interrelationship which coming generations must establish among the citizens of the world.

Metaphorically, the International Book-Shelf is a new feature of the *Library Chronicle.* Under the caption which appears above we plan to call attention, in each issue or occasionally, to a few of the many books which treat of international problems and relations, particularly with reference to the post-war period, or of American problems considered from an international viewpoint.

No book, we think, is more worthy of a place on this "Shelf," and none provides a better introduction to this feature of the *Chronicle,* than the Burge Memorial Lecture delivered

at Oxford University in 1935 by the late Lord Lothian (*Pacifism is Not Enough—Nor Patriotism Either. By the Marquis of Lothian.* Oxford, the Clarendon Press, 1935). "There has never been a time," Lord Lothian wrote, "when there has been so widespread and determined an attack on the institution of war. - - - - On the other hand, most thinking people today realize that the great movement against war which grew up among the democracies during and after the World War of 1914-18 has failed so far to realize its promise. - - - - Moreover, it is clear that if war does come again it will be far more devastating than in 1914-18." How the accuracy of these statements has been demonstrated!

"War, of course," Lord Lothian continued, "is not inevitable. If it comes it will be because humanity has failed to take the steps necessary to end it. - - - - For fifteen years the peace movement has been largely engaged in what psychologists call wishful thinking. - - - - If we are to make a success of a renewed attack on the institution of war we must think and act from more fundamental and eternal premises than we have yet done." Then he gave a definition of peace: "Peace is not merely the negative condition in which war is not being waged. It is a positive thing. Peace is that state of society in which political, economic, and social issues are settled by constitutional means under the reign of law, and violence or war between contending individuals, groups, parties, or nations, is prohibited and prevented."

By what methods can the world "end war or create the conditions in which it is possible for mankind to live a free and civilized life?" Lord Lothian's answer to this question is a notable contribution toward solution of the problem.

It is significant of the new part which America will have in shaping the future course of world affairs, that the series of small volumes called *Berkshire Studies in European History* (Henry Holt and Company, New York) now includes *The United States as a Factor in World History,* by Theodore

Clarke Smith. In this the author gives a brief and interesting view of the trend of the main currents in our history which have influenced the development of our foreign policy and our relations with other nations. Like the other volumes in the series, the book is not designed as a "contribution to historical literature in the scholarly sense," but aims to present the subject in a way "neither too specialized and technical nor too elementary." Obviously, to do this, in so small a book, involved a very great degree of selection, condensation, and generalization. One reviewer has characterized the book as "a series of generalizations which must be judged by the total impression made, for if one stops to examine almost any one of the sweeping assertions there arise in his mind qualifying modifications." (L. B. Shippee in *American Historical Review,* October, 1942.) Perhaps the same statement, however, might be made concerning many exhaustive and fully documented treatises. The same reviewer thinks that the book will leave the reader, on the whole, with "a reasonably accurate impression;" and it would seem that no reasonable reader, on finishing the book, will think that he has received more than this. It can be profitably read by anyone who desires a brief introduction to the history of our foreign relations from 1763 to 1940, and by anyone who wants to refresh his knowledge by viewing the course of that history in distant perspective.

In another small volume, *America in World Affairs,* by Allan Nevins (Oxford University Press, New York, 1942), we have a book somewhat similar to Professor Smith's in theme (though devoted primarily to recent history), but very different in nature: topical rather than chronological, less fully a narration of facts than an analysis of "Traditions and Principles" (the title of the first chapter); of methods and governing conditions ("Men and Controls"); of "Isolationism;" of different views represented by "Nationalist vs. Internationalist" thought; and of "Democracy at Bay." Incon-

sistent—and, indeed, largely unformed—as our policy may seem to have been, Professor Nevins emphatically rejects the remark attributed to George Harvey, that "the traditional American foreign policy is to have no foreign policy." We have "always had a foreign policy," he says, "though not always a good one." It is "a strand of many vari-coloured threads. Much of it has been opportunistic. Some of it has been selfish, and more of it blundering. But it has nevertheless been actuated by rather more of principle than the foreign policy of most lands." Of the principles and "guiding traditions" by which it has been influenced, "adherence to democratic ideals is by far the most important." Inconsistencies, and the reasons for them, Professor Nevins clearly reveals, and some "darker phases" and "unhappy chapters" he presents unglossed; but on the whole, he finds this adherence to democratic ideals "the bedrock foundation of American action in foreign affairs,"—the principle which "in times of crisis always conditions the course of the Government." The book was written primarily for British readers, while the author was Harmsworth Professor of American History at Oxford University. It has been well received in England, and should have a wide circulation in America.

Six lectures by members of the faculty of Cornell University, delivered early in 1942, are published by the Cornell University Press under the title *The Impact of the War on America.* The lectures were planned and in part prepared before our entrance into the war, but, as the preface by President Day states, "this important event had cast its shadow before, and while its occurrence changed the emphasis in some of the lectures, it made the purpose of the series not less but more urgent." Two of the lectures relate to domestic problems—the "Impact of the War on the Constitution," in the relations between the nation and the states, between Congress and the President, and between the government and the citizen; and its "Impact on Labor." The last four discuss international problems—our

relations with the British empire, with the Far East, with "balance of power," and with post-war international organization.

"The assumption behind the series," says the preface, "is that there are long-term interests - - - - which need above all to be understood," and whether the war affects these interests "for good or ill depends upon the wisdom and foresight with which the American people conceives its national purposes." To "contribute in some degree to this clarity of vision" was the purpose of the lectures, and they serve this purpose well. As a review of recent history they are helpful in gaining a proper perspective in our view of the past. As a pre-view of problems which the reconstruction era will bring, they contribute much to cultivation of mental preparedness. Their purpose may be expressed again in the words of Professor Kiewiet in his lecture on the British empire: "There can be no doubt that towards war America will display audacity, invention, purpose, and imagination. But this will not be enough if towards peace America displays timidity, inertia, indifference, and obtuseness."

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C. Seymour Thompson — Editor

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Vol 11 No 2 — July 1943

In this issue we turn aside from matters pertaining directly to the Library, to enable our readers to learn something of the work of one of the newest of the University's many departments, the Institute of Local and State Government. We do this with confidence that it will be of interest to the Friends of the Library, and with the belief that by devoting these pages to the Institute, which is doing so much "to strengthen democracy at its source and help to build a vital and challenging postwar America," we are ourselves making some contribution toward the same end.

STRENGTHENING DEMOCRACY AT THE ROOTS

The Five Experimental Years Of The University's New Service To Local Government

Stephen B. Sweeney, Director
Institute of Local and State Government*

Because the vitality we will be able to realize from a world-wide application of the Four Freedoms will depend in the last analysis on the strength of our democracy at home, we should examine our democratic structure at the same time we fight to preserve it. In this examination we first discover the question: What is the essence of political democracy? Historically and inherently democracy is a system for small units. Thomas Jefferson dreamed of "liberty a farm-yard wide" according to Archibald MacLeish in *America Was Promises,* for our democracy grew from a relatively simple cultural pattern, from town meetings and provincial assemblies—meetings and assemblies that deliberated questions narrow in scope and uncomplicated in outline when viewed from our standards.

* Sara R. Young was primarily responsible for this text but it is in part a composite of the work and manuscripts of various members of the Institute staff, especially Dr. James C. Charlesworth and Dr. William H. Young.

LOCAL UNITS ARE THE ROOTS OF DEMOCRATIC GOVERNMENT

The stresses and strains on the democratic process today can be traced to the complexities of industrial life and to the accompanying enormous expansion in every activity of our living with the necessitated centralization of organization. Though history does not repeat itself accurately, we can find precedents for similar reactions from similar causes. In the republican city-states of Renaissance Italy the democracy of these states progressively died as they grew in wealth and power and their economy changed from simple handcraft to production in large factories. The democratic structure could not stand the weight of the expanded and complex life resulting, and powerful families such as the Medici in Florence wielded dictatorial and, finally, princely power. Only the democracy of Venice survived and even there the republican forms were a mockery of the political reality. An oligarchical Senate ruled while the Doge, the representative of the people, was reduced to a mere title.

In Switzerland, where the country districts were associated equally with the cities in the administration of the cantons, political democracy has lived to the present day. In like manner, each group in our populace must be kept politically active and strong to combat the autocratic tendencies of an industrial economy.

The American statesmen of this and earlier days built well when they divided our system of government into three levels and these three levels into three or more functional branches. This loose-linked and semi-autonomous structure is essential to the continued existence of American democracy. Only through such a distribution of power and function would the local unit retain meaning and vitality.

Social theorists such as G. D. H. Cole in England and Lewis Mumford in the United States have recognized and elaborated this principle. A well-integrated local community, dependent

as far as possible on its own resources for its social, cultural, and economic life, is generally considered the best safeguard of the national welfare. Many agree that the central organism —our national government—will retain its health only if the health of the individual cells—the state and local governments —is maintained. To be healthy it is necessary that the individual members retain the capacity to solve their own problems. A renewed public interest among laymen and political scientists in the New England town meetings is a manifestation of our awakening to that which is vital in our republic.

Our Local Governments Are Weak

Just as the duties and responsibilities of the federal and state administrations become more bewildering year by year, so the previously simple and routine functions of local governments become more and more complicated and expensive.

In the 19th century in Great Britain and the 20th in the United States, when social questions were first agitated and legislation devised to ameliorate the maladjustments incident to the Industrial Revolution, the trend in administration was toward centralization. This is particularly noticeable in the administration of social security. As the problems are national in scope, uniform treatment is thought desirable. Even where it is necessary to particularize local applications, supervision is exercised by the central authority as in the federal and state supervision of agricultural and conservation programs.

Another factor influencing centralization is the prohibitive expense on the local governments of providing large scale services. When the state or national governments provide financial aid to the local units, supervision is exercised to assure that the money is spent along the lines of state or national policy and according to the standards of the larger unit.

Modern public administration theory emphasizes the desirability of giving more discretion and authority to the local units. The vitality of the local unit is undermined when all the

thinking, planning, and doing is in the hands of a central authority. If too many functions are withdrawn from the scope of the local administration and only routine work is left, the local unit deteriorates while the central unit becomes overburdened and lapses into "rule of thumb" applications and the red tape administration commonly characterized as bureaucratic. The problem is to distinguish which procedures can best be handled locally and which functions are more vital if initiated on the higher level.

In England the question of devolution of power has been considered for some time. Numerous plans and parliamentary reports have examined the overburdened House of Commons and recommended that some functions could be handled by regional parliaments or local authorities. In administration also there is noticeable a trend toward increasing the responsibilities of the local authorities in various fields. In the administration of British laws arising from this war, more reliance is placed on the local authorities than had been previously the case, for example, in civilian defense, housing, community feeding, and recreation in evacuation areas. An example of the problems confronting administrators in any demarcation between the areas of activity allotted to the central and the local authorities can be taken from the recent Beveridge Report on Social Security, *Social Insurance and Allied Services.* In the administration of blind pensions, the proposed Ministry of Social Security would coordinate the care of the blind with other social security measures and administer it on the national level; however, that part of the care that relates to the rehabilitation of blind persons would devolve on the local authority. Thus the blind person could be trained in the type of skill needed in that community at the time. Another instance is taken from public administration in the United States. In the state of Wisconsin, the incurably insane are kept in county institutions. For those who can be cured and for whom expensive facilities and individual treatment is

desired, the state assumes the responsibility.

As a federated government our problem presents a different emphasis than the English. The main consideration is not devolution of legislative power. Though home-rule plans for cities and states' rights have been agitated, the primary and more pressing problem is one of administration and its proper demarcation. To improve the administrations of our local units would strengthen them to undertake functions they now relinquish. The burden is thus placed on the local units to be strong in their own right and by their own efforts.

Our Local Governments Can Be Strengthened

In our modern world the person who can organize and integrate larger and more complex procedures is vitally essential. Between the employees with the necessary technical skills and the policy-determining (or political) heads of departments are the professional administrators who keep the entire machine running smoothly. It is these men, rising often from the ranks, who make a career in and of the public service. The more training they have received in public administration the more valuable they are. It is necessary to stress this, for up to now it has not been as self-evident as the fact that surgeons must be trained to be effective. Yet even the surgeons had to fight for recognition of the fact that only qualified persons should be accepted. Sometimes we take our government so for granted that we lose sight of the skill that is necessary to protect us from violence, fire, communicable disease, and want, and to provide us with the subtler freedoms of the mind. It has only been in recent years that our universities have recognized the need for training for the public service, in spite of the fact that the various governmental units in the United States constitute the largest need for professionally trained personnel in the country.

In providing services for its citizens, the local governments are faced with lack of money to hire these experts to administer them. Most of the officials in county, city, borough, and town-

ship governments are elected and that for short terms only. They have neither the knowledge nor the time necessary to acquire it. Not only must the tax collector acquire the ability to assess property but he must familiarize himself with the numerous state laws and regulations governing his work. This is even more true of the social services.

All but the very smallest municipalities, however, can hire one employee. In the past this employee has been an engineer. This is because at the time the local governmental units were expanding their activities in the late 19th and early 20th centuries, the emphasis was on the newer scientific improvements. Local governments took on new life providing sewerage systems, street lighting, streets, etc. A full-time engineer was necessary to plan and build these systems. At the present, however, the aspect of these services is changing. The emphasis now is on maintenance. For those local units that can hire only one paid employee, the need now is for a trained administrator of all the activities of that particular governmental unit. Usually he is designated as a secretary or, as in those boroughs that have followed cities such as Cincinnati and established borough managers, he is the manager. The engineering assistance can be hired as the need arises or for periodic check-ups as an auditor is hired by a business concern. Administration at the local level is a new field in public administration and offers many opportunities to the University and to its students.

THE INSTITUTE OF LOCAL AND STATE GOVERNMENT WAS ESTABLISHED FOR SPECIFIC OBJECTIVES

Many persons at the University of Pennsylvania felt that training for and service to local governmental administration was a field of endeavor peculiarly fitted to a university. Under the stimulus of Joseph H. Willits, then Dean of the Wharton School, and Samuel S. Fels, a Philadelphian long interested

in the strengthening of local government, conferences among interested persons were held early in 1936. Plans were formulated for providing direct services to municipalities as part of a training program. At that time there was general interest in public service training. The Rockefeller Foundation was then sponsoring a number of governmental training programs. Interest among the founders of the Institute of Local and State Government, however, was centered on practical training for local and state administration rather than on participation in the movement emphasizing improved national administration.

As a result of a generous gift by the Samuel S. Fels Fund, the fulfillment of these plans was made possible and the Institute of Local and State Government was organized July 1, 1937, to function for an experimental period of six years. The University of Pennsylvania was thus provided with multiple opportunities for public service. The primary purpose of the Institute is to strengthen American democracy at its source, the local governments.

Various other extra-governmental or civic agencies have been organized with the purpose of helping the local units overcome their weaknesses and their difficulties in meeting professional standards of endeavor. There are research agencies providing materials for the use of local officials and groups that concentrate on training and education, many of them maintained by state-wide organizations of the local officials themselves. Then there are organizations that investigate civic conditions and make reports. Many Chambers of Commerce and Rotary Clubs have made valuable contributions in this field, as have taxpayers' organizations in the field of public economy. Last but not least are the clubs interested in "reform."

The Board and staff of the Institute of Local and State Government consider their objectives to be supplementary to

these and stress the need of *helping local government officials do the job that is to be done.* It envisions its tasks as: (1) the training of young persons for future service as public officials, and the education of others in the fundamentals of democratic government so as to make them better citizens; (2) the providing of technical assistance and advice directly to local and state officials; and (3) the conducting of research on current problems of local and state government.

As the organization began to function, it was soon demonstrated that these three objectives are interdependent, not only as they have been progressively worked out by the Institute staff, but also as they affect the public official. The best method of training young persons for public service, once the academic groundwork has been laid, is that of having them learn by doing. To accomplish this, they have been assigned to whatever service project the Institute is currently investigating, or they have been assigned to work in a governmental agency—work that in itself would be useful to the official concerned as well as to the student. Thus the service functions of the Institute and the field apprenticeships for the students each support the other. Supplementing these activities, the Library, as a center collecting information, contributes to their success and is itself helped by the practical contact.

A review of the ways in which these objectives have been implemented is especially appropriate now as the experimental years have been concluded successfully. It was because of their satisfaction with the first five years of the Institute of Local and State Government that the Samuel S. Fels Fund renewed the grant before its expiration to continue these services to local and state government in Pennsylvania indefinitely. This review will also give an insight into the varied activities and problems of government in Pennsylvania as well as into the various ways in which local governmental administration may be strengthened.

THE INSTITUTE TRAINS FOR SERVICE IN GOVERNMENTAL ADMINISTRATION

The educational program of the Institute of Local and State Government embraces pre-service training, in-service training, and civic education. As a part of the general educational plan of the University, the pre-service program for University students is an important part of the Institute's activities. The major purposes of the pre-service training program are to combine practical experience in government work with academic study and at the same time to facilitate, by applied graduate research and apprentice assignments, direct services to local governments. There are now four classifications of University students associated with the Institute: undergraduate apprentices and alternates of the junior class, undergraduate assistants of the senior class, special apprentices who are mature men and women interested in the problems of government and civic improvement, and graduate government majors in the Graduate Division of Business and Governmental Administration of the Wharton School.

In 1938 the Fels scholarships were instituted for the graduate students of governmental administration in the Institute. The formal and professional training was established on the graduate level because it was felt that if the student already has a broad background of academic culture before his professional training, he will be able to synthesize in his future position knowledge, skill, and a broad humanitarianism. The Institute of Local and State Government strives to train not bureaucrats but able administrators, conscious of their responsibilities to the public and alive to the public interest and need.

As a corollary to that objective, the Institute strives to make its academic program as serviceable to the student and to his prospective employer as possible. This is done by building the training in governmental administration on a broad founda-

tion of technical courses. The reason for this is that the demand in public service, especially at lower levels of government, is primarily for technicians or technicians with administrative training rather than for persons with administrative training alone. Hence for persons interested in local and state governmental administration the chances for entering public employment are greatly enhanced if they possess, in addition to administrative training, a technical skill that can be immediately utilized. This is especially true of younger persons who have completed their formal education but are not sufficiently experienced to be entrusted with administrative responsibilities. The Institute offers to the student a technical skill, formal training in public administration, and actual contact with governmental affairs. It is felt that such a many-sided educational program will not only facilitate the personal advancement of the student in the development of his career but also increase his effectiveness as a public employee.

Pre-Service Training Educates Potential Administrators

The twelve months, which the Fels scholars spend at the Institute, is divided into two distinct fields of activity. The first consists of the more or less formal, systematic study of local and state governmental administration. The scope of this study includes a survey of existing governmental structures with a view to discovering underlying principles of organization and management, a review of the factors that differentiate the practice of governmental administration from private management, and an analysis and an evaluation of existing government and administrative organization and practices to determine their justification, their efficiency, and the means for their improvement.

The second part of the Institute training program is the Apprentice Plan. This is at once laboratory work where the student examines realistically and concretely how a government

office is organized and how it functions and apprentice work where the student learns by doing. The student is assigned to a local government department to work on a particular project four mornings a week and in the summer immediately following the school year he serves a full-time interneship as a public employee.

The Seminar on Administrative Practice with the Deputy Secretary of Commerce and the Director of the State Planning Board

As far as possible the Fels scholars are led into the intricacies of modern governmental management. Each week is devoted to the study of a particular function of government tackled from the standpoint of the problems involved. On Mondays and Tuesdays the student is "on his own" to acquaint himself with the administration of, for instance, public health.

On Wednesday he attends the seminar on Administrative Objectives. In this seminar the emphasis is on the ends sought by the public health administrator rather than upon governmental structures or public policy. If the subject lends itself to observation, a field trip may follow the seminar. The actual practice of administering for the public health is examined in a session on Thursdays with public officials in that field, from whom the student learns the difficulties encountered in actual administration, that is, mechanical difficulties, arising from the nature of the subject and political difficulties. The integration of the academic treatment and the practical application is undertaken on Friday through a consideration of the problems involved. This detailed study of the various functions of local and state government is supplemented by a seminar on public administration as a function in itself. Problems associated with organization, internal and external controls, personnel, managerial, line and staff functions, span of control, etc., are studied and to the extent that they are valid related to the management of public undertakings of whatever nature. In addition, each student works on some special aspect of administrative theory or practice. Besides this core of training in local governmental administration, the student is required to have such "tool" courses as accounting and statistics and must study during residence such subjects as public finance, administrative law, and research methods. Concentration on a particular function of government is facilitated through the thesis requirements and summer interneships.

In assigning students to government offices under the apprentice plan, the Institute has several objects. Besides taking into consideration the interests of the student and the usefulness to the government official, every effort is made to give the apprentice as broad an experience as possible. Placement of the student in routine work is guarded against as being not only valueless to the student and discouraging but of no distinctive help to the government unit involved.

During its existence the Institute has realized material help in its service program from the student apprentices. In the studies in city-state relations, real property assessments, city planning, welfare, penal treatment, tax exemptions, and county organization made for the Philadelphia City Charter Commission by the Institute, the graduate apprentices assisted in framing repealer bills for the new charter and annotating statements under the direction of the Institute and Commission staffs. For the Philadelphia Housing Authority a graduate student surveyed and checked materials relating to applications for residence of the Hill Creek Project and conducted and reported investigations of applicants under the supervision of the project manager. A graduate student made a statistical analysis of the "unit plan" of public assistance visiting for the Philadelphia County Board of Public Assistance. Various projects have been done for the Philadelphia Department of Public Health. In the past year a student analyzed the procedure used by the city health services in following up premature births in the city. These are only examples of the wide variety and number of graduate assignments in government offices but will serve to show their practicability. As a student finishes one assignment, he moves on to another and in most cases a harder one.

At the beginning of the second semester the student's major interest is ascertained and this determines future field assignments that contribute directly to his master's thesis. At the completion of the academic school year, the Fels scholars are assigned to specific full-time work in a government office or public agency. These interneships are assigned on the basis of the graduate's interest, the possibilities of future employment, and the student's natural abilities.

Approximately forty graduate Fels scholars have been trained in public administration by the Institute. As they have graduated into the public service, they have formed a nucleus for improved governmental administration, especially at the

local and state level. As their ranks increase each year, our local governments are strengthened accordingly by their indirect influence as well as by their actual work.

An Oral Comprehensive Examination in the Director's Office

Undergraduates Are Brought Into the Institute Program—As a means of stimulating interest among the undergraduates in the public service as a career and in its graduate program, the Institute implements a plan of undergraduate participation in its activities. Students in the various undergraduate schools of the University are appointed as apprentices and assistants and receive a stipend for their contributions to the services performed by the Institute. They attend the seminar led by public officials and are urged to familiarize themselves with the subject under discussion. Once a week

they confer with a member of the Institute staff on the work they are doing. This work first takes the form of research for the staff members. Then they are assigned to service projects in local government offices. The purpose and the practice of assigning undergraduates to government offices and field stations are the same as for graduate students, with the exception that the assignments are under closer supervision.

Under the Director of the Philadelphia Department of Supplies and Purchases, one undergraduate studied the application of machines to general purchasing procedure as well as to office records and accounting, and another constructed an organization chart of the department, drafted expenditure graphs, and drew up a flow chart of the department's work. For the Public Service Institute, an undergraduate charted and drafted illustrations for a manual for tax assessors. In his conferences with a staff member, this work is reviewed, its significance to him indicated, and his methods of work directed. Training in research methods is given and his senior thesis written under the direction of the Institute. The apprentices who do not finally pursue careers directly in the field of public administration will, in all likelihood, become positive influences in professional and business groups for better administration of the public business. Thus a valuable alternative is achieved.

Mature Men and Women Receive Training in Government —Allied to the program for the undergraduate students and also allied to the field of civic education is the new Special Apprentice Program of the Institute inaugurated in the fall of 1942. This opens some of the courses in local governmental administration to mature men and women. Those who completed the course in 1942-43 and whose other duties do not conflict have entered the public service as a career or have indicated their desire to do so. This program provides persons interested in civic affairs with a body of knowledge and practical experience that will enable them to be more effective as citizens.

The academic and practical program for special apprentices is the same in part as for the graduate students. It is designed to occupy less of the time of these special students. They perform research work and are assigned to service projects. Also they are responsible for classroom material. The number of hours they spend each week on this work is left to the choice of the individual but a certain minimum is set. The influence of this program is incalculable. It taps a vast reservoir. The mature women of America have not always been conscious of their responsibilities. Many have tried to educate themselves in public affairs so that they could cast their ballots intelligently, but up to now there has been no attempt on the part of educators to give them formal training in government and public policy as a group. The plan of the Institute is an experiment and as it has worked out in its first year, has amply justified itself.

In-Service Training Develops Efficient Administrators

In-service training is provided or promoted for those already in governmental service. Brief but intensive courses and seminars are arranged by the Institute for those engaged in specific government activities. The study of the particular field is supplemented by an extensive exchange of the ideas gained through practical experience. This "in-service" training is coming to be recognized more and more as an essential aid to efficient administration. It is designed to further the development of sound administration, to reduce personnel turnover by increasing efficiency, to impose professional standards on political jobs, and to develop in the public service a chance for a career. In this scientific world technical improvements follow each other so rapidly that in no field of endeavor can it be said that training is ever at an end.

Public employees themselves have long recognized the need for this type of continuing education but until recently the

facilities were not available for realizing their desires in this matter. The George-Deen Act, passed by Congress in 1937, granted to all State Boards of Vocational Education the use of federal grants for public service training. The purpose was to vest governmental units themselves with the responsibility for the training of public employees. Under the supervision of the State Board for Vocational Education of the Pennsylvania Department of Public Instruction, the Public Service Institute of Pennsylvania was created to carry out the provisions of this act on a state-wide basis. The plan for a state-wide in-service training program was written by the staff of the Institute of Local and State Government. The Institute further aided the Public Service Institute by lending personnel and writing instruction material. The implementation of such programs on a state basis also requires the cooperation of various additional agencies. For instance, when classes in police training are held, the Public Service Institute is aided also by the Institute of Local Government of Pennsylvania State College, the Pennsylvania Chiefs of Police Association, the Pennsylvania Motor Police, and the Federal Bureau of Investigation. Emphasis in these courses is laid upon the basic duties of police patrolling. Classes are conducted in twelve different zone areas throughout the state by a faculty of police captains, lieutenants, sergeants, corporals, chiefs, traffic officers, and county detectives.

The Institute of Local and State Government also initiated in-service training programs before the federal-state aided program was organized. For a period of two weeks, in September 1937, nearly one hundred state factory and building inspectors attended a safety and industrial hygiene course. Most of the instruction in the course was given by members of the Safety and Health staff of the United States Division of Labor Standards. Although those attending this in-service course had previous experience and some technical knowledge of the general field of study, the course gave them an intensive

survey of basic safety inspection requirements, safety in special industries, and the fundamentals of accident prevention. This was followed by weekly classes for the superior inspectors.

Another type of aid given by the Institute to this type of training is financial. By the contributions of the Institute and the Pennsylvania Police Chiefs' Association, eight traffic officers from near-by communities were able to attend the 1938 Pennsylvania Traffic Officers' Training School at the Pennsylvania State College.

Currently the Public Service Institute is being assisted in a broad program of in-service training for borough officials and administrative officers. The Institutes at the University and Pennsylvania State College give their assistance in preparing manuals or textbooks for use in these courses and for the day-to-day use of the public official. The *Assessors Handbook* is particularly valuable to an elected official who is required to master a highly technical subject in order to administer the office entrusted to him.

Civic Education Is A Related Function

Less formal than the program for special apprentices, though actuated by the same purposes, are the Institute's activities in civic education. In such undertakings public policy rather than administrative practice may be stressed. They are part of a movement that is nation-wide, indicative of a growing interest in public affairs. The American citizen seeks an improved understanding of the functions and problems of American government for he seems to be realizing that his intentions to be a good citizen are not enough. Knowledge is also necessary. To meet this increased demand for realistic citizenship training, the Institute has put its facilities at the service of civic bodies that can and desire to use them. In 1938 the Philadelphia Rotary Club held four Citizenship Forums for Young Men. These forums were developed with the aid of a member of the Institute staff. He assisted in planning the program, outlining individual meetings, and selecting

speakers. Discussion questions and suggested readings as well as a topic and speaker were announced regularly to enable the young men to get the most from the topics under discussion. As a result of these forums, the City Government League was organized in the spring of 1939. The primary purpose of the City Government League is to educate young voters in the organization and administration of Philadelphia's government. The Institute continued its aid to the Philadelphia Rotary Club until the program was well established.

Following the example of "The American Town Meeting of the Air," local citizens representing various civic groups organized in 1938 a similar program for Philadelphia. The emphasis of these radio programs is placed principally upon problems of local democracy. General assistance was given in the arrangement of the programs and the Director of the Institute served as President of the Board of Directors.

Adult education classes have also been initiated by the Institute. Two series of ten weekly lectures on local government were given by the Institute staff for the Upper Darby Adult School in Delaware County, Pennsylvania. Topics included elections, parties, health and welfare administration, law enforcement, taxation, education, and recreation. Comparisons were drawn with governments in other localities and the problems of local and state relationships were considered.

By educating these groups—general public, present and future employees—the Institute hopes to bring to bear upon local governmental units that body of knowledge and technical skill without which they would be unable to cope with the industrial and social problems of the 20th century. It is because they have been unable to cope with these problems in the past that they are the weakest part of our democratic structure. By giving training to those who do and will administer these areas and to those who live in them and formulate their policies, the University is helping to rectify this and ultimately vitalize the democratic process.

DIRECT SERVICES TO LOCAL AND STATE GOVERNMENT ARE COMPLEMENTARY TO THE TRAINING PROGRAM

Allied to the training objective are the direct services performed by the Institute for various governmental units and research agencies. The nature of the direct services is determined largely by the requests received. A definitely planned and inflexible program would not be practical in this field. This work is done by staff members though important help may be given by the graduate scholars, undergraduate apprentices, and special apprentices. These projects may be divided into those that are principally library and field research and those that involve the performance of specialized tasks, such as the indexing of borough ordinances. In both, the Institute puts within the reach of the government officials additional professional aid. As the program has evolved every phase of government and administration has been entered by the Institute.*

The First Projects Were Fundamentally Library Research

At the time the Institute was established, a number of public agencies were set up which demanded a quick accumulation of data. In 1937 the City Charter Commission was established by the State Legislature, the State Legislative Local Government Commission was similarly authorized, and the Council of Philadelphia gave official status to the Mayor's Advisory Finance Commission. All three of these commissions required, for the accomplishment of their objectives, research work of a professional standard. Since then, other new governmental agencies have requested the Institute to conduct the preliminary research necessary to their functioning, such as the State Council of Defense, the Pennsylvania

* A Supplement showing a functional breakdown of all services performed in the first five years has been prepared for those especially interested.

State Civil Service Commission, and the Philadelphia City Planning Commission.

A study of government organization problems was undertaken for the Philadelphia City Charter Commission to serve as the basis for drafting a new charter for the City of Philadelphia. Many people believed that the existing laws and charter were inadequate, and that they did not furnish proper health protection, water supply, and recreation facilities. It was estimated that the city was wasting $5,000,000 or more a year. Moreover, Philadelphia had receded commercially and industrially; real estate values had declined, resulting in a city deficit of over $30,000,000. It seemed clear that serious inquiry into the structure and organization of Philadelphia's government was indicated. Besides contributing the services of one of the technical associates of the Institute to the Commission as Secretary, the Institute made many detailed studies and reports. For this work seven University professors were retained. As their research progressed, apprentices were employed in numerous ways to gather factual data. Reports were made on *City-State Relations, Real Property Assessments in Philadelphia, City Planning, Administration of Penal Treatment in Philadelphia, Tax Exempt Property in Philadelphia,* and *An Historical Survey of Certain County Offices.* This last was entirely the work of two undergraduate apprentices; the material was checked for accuracy. The primary purpose of this study was to define which powers and duties of these offices are constitutional and which statutory. Each of the selected county offices was surveyed chronologically from its origin to 1874 and the powers and duties given in that period recorded with statute citations. Thereafter, a functional analysis was made of each office and, finally, the powers and duties as they existed in 1874 were compared with 1937 powers and duties. The other reports were similarly detailed.

The Institute's second major research venture was with the Philadelphia Advisory Finance Commission. This Commission

was appointed to find ways and means of solving Philadelphia's financial difficulties; practically the same considerations led to the establishment of this Commission as the City Charter Commission. Special studies were undertaken by a joint Institute-Commission staff and the final 425 page report, *Finances and Financial Administration of Philadelphia,* was published by the Institute in 1938. Copies were sent to leading officials and businessmen interested in the suggested improvements. The work of the Institute apprentices again materially aided the work of the staff. One apprentice was assigned to make a study of debt service costs in twelve large cities to obtain comparative data for the Commission's final report.

The Institute has also conducted an analysis of Polling Place Adequacy for the Philadelphia Ward Reorganization Commission. In 1938 the Court of Quarter Sessions appointed this committee to consider changes in ward and division lines throughout the city. Institute apprentices observed and reported on the voting conditions in the November election to guide the Committee in estimating the proper number of voters to be allotted to a division. A check was made on the number arriving to vote between specified hours, the number standing in line when the polls closed, and the number disfranchised because of the last minute rush. In addition, apprentices were asked to present a brief running account of voting conditions at their particular polling places and to note incidents in relation to crowding. The results of the survey were gathered together in a final report presented to the Commission and published by the Institute.

In 1942 the Philadelphia City Council created a City Planning Commission to draw up a new city plan. This work is particularly significant now, because the Commission has decided to concentrate on that part of planning which may be especially helpful in solving the important problems that we must face at the end of the war. The Institute has agreed to conduct preliminary surveys that will serve as a guide to the

Commission in shaping its general policy. A professional city planner was retained by the Institute to survey the existing plans of the various departments and determine their adequacy for the present and probable postwar situation and to locate and catalogue the source materials now scattered in various governmental and civic agencies.

The first research project done by the Institute for a state agency was the studies for the Legislative Local Government Commission. As local governments carry on within the rigid confines of state laws, statutory revision often lags behind the changing social, industrial, and financial conditions confronting local officials. This condition, plus that of imperfect legislation, was fully recognized by the Pennsylvania Legislative Local Government Commission when it requested the Institute to study the problems of local government arising from recent legislation in Pennsylvania. The Institute secured the cooperation of the other three state-aided universities, submitted a proposed plan of research, and agreed to undertake basic and impartial study of the problems under consideration. The preliminary report on state-local relations was published by the Institute in cooperation with the other state-aided universities.

Shortly after Pearl Harbor, the Institute of Local and State Government loaned its personnel and put its facilities at the disposal of the State Council of Defense and the Philadelphia Council of Defense. The Institute staff aided these councils in preparing manuals of instruction for defense corps personnel, devising procedures for coordinating various branches of the defense service, establishing systems for the centralized certification of defense personnel, and training citizens in plant protection. In addition, the school districts of Philadelphia and Swarthmore have been aided by thorough surveys of the adequacy of air raid protection in the school buildings. More than 500,000 copies of the various manuals prepared by the Institute were printed and distributed by the state and local agencies.

Administrative Studies Are Undertaken For City And State Agencies

Besides such preliminary accumulation of data for extraordinary agencies, the Institute of Local and State Government has conducted research for various permanent state and city agencies. This type of research is usually designed to help the agencies involved do their day-to-day tasks more efficiently. An illustration of this type of work is the preparation of rules for the State Civil Service Commission undertaken by the Institute at the request of the Commission in the past year.

The problem in preparing the rules for the Pennsylvania State Civil Service Commission was one of integrating the procedures of three existing merit systems—Public Assistance, Unemployment Compensation, and Liquor Control. It was desired that they be a complete guide for all administrators and affected personnel. The work was supervised by a special committee of personnel administrators from the agencies involved. A member of the Institute staff was employed full-time in doing the actual accumulation of data and organization, and the Director served as Chairman of the special committee.

Another illustration of this applied research was the work done for the Pennsylvania Department of Public Assistance Employment Board. The Institute analyzed and criticized the technique and content of the written and oral merit system examinations for Visitors, Accountants, Directors or Research and Statistics, and Executive Directors. Volunteers for the oral examining boards were also solicited and members of the staff served as trial applicants during preliminary trial examinations.

At the instigation of the Institute, an intensive study of merit system examinations was made under the supervision of a member of the University's Department of Psychology. The study sought the following information: What type of employees were hired under the merit system set up by the Employment Board and what were their qualifications? What

degree of efficiency is maintained by those selected? What were the merits and difficulties of specific procedures employed in the selection? What changes are needed to improve procedures?

For the Bureau of Employment and Unemployment Compensation, the Institute studied the procedure in bankruptcy cases in Philadelphia, prepared a study to establish a basis for the quantitative ordering of supplies, and analyzed the personnel records in eight branch offices to determine the amount and cost of sick leaves and to recommend preventive measures. The work done for this bureau illustrates how research overlaps with the performance of specialized tasks. Similar types of services have been performed by the Institute for various departments of the government of the city of Philadelphia. Usually, these are done by the undergraduate apprentices and Fels scholars and special apprentices. A recapitulation of the services done for the Philadelphia Department of Public Health in the last six years will show the wide variety of aid that can be given.

In 1939 the Institute prepared a detailed analysis of the inspection report filing system, a report on the methods employed by the Division of Housing and Sanitation, and a report on clinics in various city health centers for the Division of Child Hygiene. A program of in-service training for health inspectors and the clerical staff of the Department of Health has also been prepared. These were followed by the preparation of the annual report of the department for 1941 and for 1942. The Institute assisted in the educational work of the department among adults and high school students and analyzed the records system for the Tuberculosis Division.

Direct Services Are Rendered To Many Small Municipalities

In the past few years the Institute has emphasized the services performed for the smaller municipalities surrounding

Philadelphia. These are the units that most need aid and its services to them the Institute considers one of its major contributions to improved governmental administration. The accompanying table shows the increase in these services in recent years.

SERVICES PERFORMED FOR MUNICIPALITIES OTHER THAN PHILADELPHIA

Municipality	1937-1938	1938-1939	1939-1940	1940-1941	1941-1942	Total
Abington Township		1			1	2
Catasauqua Borough				1		1
Cheltenham Township	1				1	2
Darby Borough					5	5
Delaware County		1			2	3
Ephrata Borough			2			2
Glenolden Borough					3	3
Haverford Township			1	3	2	6
Lansdowne Borough	1					1
Lower Merion Township				1	1	2
Media Borough					3	3
Montgomery County					1	1
Narberth Borough		2				2
Nether Providence Twp.					1	1
Plymouth Township					1	1
Radnor Township					1	1
Ridley Township					1	1
Ridley Park Borough				1		1
Rutledge Borough					4	4
Springfield Township			1		1	2
Swarthmore Borough		1			1	2
Upper Darby Township			2	1	1	4
Upper Moreland Township					1	1
West Norriton Township					1	1
West Reading Borough	1					1
Yeadon Borough	3	3	3	1	3	13
	6	8	9	8	35	66

Let us take a sample borough—Yeadon. In the work of the Institute here we have a most complete picture of the services available to a local government.

At the request of the Yeadon Borough Council a financial survey of the borough was conducted and published in 1939. This survey made no criticisms or recommendations, but seemed to be most helpful in enlisting the intelligent interest of many citizens who previously had been merely irritated about the borough's increasing tax problems. Another study analyzed the tax delinquency problem. In this same year materials were also gathered on the purchasing methods and problems of the borough. Brief studies of insurance policies held by the borough and the possible reorganization of borough records to meet the state uniform budget requirements and financial report forms were also made. In addition, an Institute apprentice assisted with the borough census. Recently the police records have been surveyed.

Early in the academic year 1939-1940 the Borough of Yeadon requested the Institute staff to prepare a review of borough affairs. Rather than publish the usual type of annual report, it was decided that a primer of borough government in Yeadon would be more useful. *Yeadon—a Civic Picture,* the result of this work, is a collection of facts designed to interest public spirited citizens of Yeadon in their local government and to provide an overall picture of the organization and operation of Yeadon's borough administration.

Public interest in this publication led the Borough Council to request the Institute to prepare and issue an annual report of Yeadon's government for 1939. This report, when published, answered questions of interest to citizens of the community—where the tax dollar comes from, who spends it, what it has purchased, and what the various borough services are trying to accomplish.

Both of these publications are examples of the latest methods of public reporting; both endeavor to inform the citizen in an

interesting manner of the importance of the borough government to the citizen's daily life. A similar report was also prepared and published for 1940, 1941, and 1942.

Similar work has been done for the Borough of Ephrata. This borough had adopted a council-manager form of government in 1939 and in the same year had made many important advances in the operation and construction of its public utilities without increasing its tax rate. Its council, therefore, interested in reporting these efforts to the citizens, requested the Manager to invite the Institute staff to prepare an annual report of Ephrata's significant activities in 1939. The purpose of this report was to assimilate and digest the important advances made in Ephrata's borough government during the year. All the facts of interest and value to the citizen relating to local government were presented objectively and simply, so that he could understand not only the new advances made by his local government but also the structure and operation of that government. Here again the best methods of public reporting, within natural limitations, were utilized. Annual reports have also been prepared for Ridley Park, Catasauqua, Darby, Glenolden, and Norwood. A graphic two-page financial report, *Services for Taxes,* was prepared for Upper Darby in 1941 and distributed by the township to all taxpayers at the time the tax bills were distributed.

Another significant service to local government is the indexing of municipal ordinances. Many municipalities since their incorporation have been passing ordinances and adding to their permanent files without providing a simple usable index of the contents. One Institute apprentice was assigned the task of preparing such an index for the Borough of Yeadon. The first step was to record initial information, including the ordinance's number, date of passage, main title and subtitles, and cross-references on separate cards for each ordinance. After being checked for accuracy, these index cards were properly classified according to subjects. A final index was made from the classi-

fied cards. Subsequently, similar indexes were made for the boroughs of Lansdowne, Darby, Glenolden, Rutledge, Narberth, Prospect Park, and for the townships of Cheltenham, Ridley, and Abington. If these local units decide to codify their ordinances, these permanent card indexes will prove useful.

The services rendered Yeadon have led to similar ones for Media, Narberth, Rutledge, and Glenolden boroughs, Montgomery County, Lower Merion and Haverford townships, and the city of York. In York and Narberth the work also took the form of preparing the budget for the year.

The most detailed survey of financial records and administrative procedure was that done for Media. General accounting methods were studied. Budgeting and budget control were examined in detail. Procedures relative to tax assessment, collection, and the custody of borough funds were analyzed. The administration of expenditures such as payroll procedure, purchasing procedure, bond and sinking fund expenditures, and disbursement records were studied. Finally the financial reports and the annual audit were analyzed and a comprehensive appendix of suggested accounting forms was prepared.

The Institute has aided local municipalities in almost every field of activity. Probably their most significant studies are those which help the local units institute economies.

In the field of purchasing many economies can be instituted if several municipalities cooperate to do their purchasing of municipal supplies jointly. To draw up plans for such an endeavor requires expert assistance. The possibilities of joint cooperative purchasing were first considered among certain Delaware county municipalities as a result of the Institute's published survey of Yeadon's finances. As a result of this, one of the Institute's graduate students chose as the topic for his master's thesis "The Feasibility of Joint Purchasing Among Delaware County Municipalities." A number of officials in Delaware county communities requested further investigations

of this problem. This activity also interested other members of the State Association of Townships of the First Class. At their 1940 annual convention, the Institute was requested to present to the entire group facts relative to joint purchasing.

Economy often results when the insurance needs of a municipality are examined. Adequacy of coverage and possibility of reducing costs have been surveyed for such municipalities as West Reading, Ephrata, Darby, and Media.

Miscellaneous services have been performed such as the preparation of a real estate registry for Springfield township, the examination of police records for Media, and examination of the adequacy of the zoning ordinances of Lansdale borough, and Haverford and Thornbury townships. Haverford township was also assisted in the complete revision of its building code.

In 1941 the Institute surveyed all the municipal activities of the first class townships in the southeastern part of the state to determine their best practices and to prepare exhibits of them for the Township Commissioners' Convention. At the present time a member of the Institute staff attends council meetings throughout this area to transmit information about best practices, to interest the officials in the services of the Institute, and to stimulate interest in postwar planning so that a well-integrated program of planning will gradually evolve for the entire area.

These services have not been the work of the Institute alone, but in the wider sense are the services of the entire University. Other departments and branches of the University have always put their library facilities and personnel at the service of the Institute. In this way, and also by suggesting ideas, the entire University is participating in aiding the state and local units of government to improve their administrations.

INDIRECT SERVICES FILL A VITAL NEED OF LOCAL GOVERNMENTS

Besides the direct services of research on specific projects and performance of specialized tasks, the Institute has engaged in various indirect activities that are considered helpful to the local and state governments in Pennsylvania. These often take the form of research and are usually undertaken in cooperation with other civic agencies of similar purpose.

Though research is one of its three main objectives, the Institute as an organization does not engage in academic research; that is, research unrelated to the direct and immediate needs of local governments. Staff members may pursue personal inquiries into the problems of government and administration without prejudice to their work in the Institute as in other branches of the University, but this is not considered Institute research. Likewise, the theses of the graduate scholars would hardly fall into the accepted definition of academic research as they are based partly on the practical experience of their field work and are designed as far as possible to serve the practical and immediate needs of the local official for whom the student worked.

Most of the research work of the Institute results in important indirect services. A body of materials on local and state government has been collected by the Institute Library to serve as a foundation for the activities of the Institute and to supply information to governmental officials. As a clearing house, the Library prepares news items and bibliographies. The Library collection has been assembled with a view to the present and future needs of the Institute, coordinating on its shelves and in its files the different phases of its various programs. Usefulness, rather than completeness, has been the emphasis. Naturally, emphasis has been placed upon publications dealing with Pennsylvania local and state government.

In addition to the basic collection of books, periodicals, and newspaper clippings, the Institute has been very fortunate in

The Research Library for the Service Staff and Students of Government

receiving several valuable collections as gifts. Notable among these, and first to be received, is the Clyde L. King Memorial Collection. A large part of the extensive personal library of the late Professor King, former chairman of the Political Science Department of the University, was presented to the Institute by Mrs. King.

The indirect research services of the Institute are also performed in cooperation with other agencies. Perhaps the most fruitful example of cooperation on common projects is that with the Institute of Local Government of the Pennsylvania State College. Begun in 1940, this cooperation resulted in the organization of the Pennsylvania Government Administration Service.

One of the most interesting contributions of the Pennsylvania Government Administration Service to improved local governmental administration was the preparation of the *As-*

sessors Handbook in 1941 and the *Borough Officers Handbook* in 1942. The latter is a manual of borough government and procedures. It is used in the present in-service training program for local administrative and elective officials.

As the projects of the Pennsylvania Government Administration Service are often suggested by the contacts of the two Institutes, they can hardly be considered as wholly unrelated to the immediate needs of the local officials. Inquiries are investigated and published in a series of pamphlets and distributed to the local officials.

Each pamphlet is designed to present succinctly one important contemporary problem confronting municipalities in this state. To maintain regular interest in these publications, the materials for each pamphlet are drawn from sources not easily available to Pennsylvania local officials. Requested copies are presented to interested municipal officials through the state. Sample titles are: *Municipal Insurance Practices in Pennsylvania, Community Forests in Pennsylvania, Manager Boroughs in Pennsylvania.* A complete list of publications of the Pennsylvania Government Administration Service and of the Institute is distributed regularly and made available for those interested.

To supplement the monthly issue of the long established *Borough Bulletin* with technical information of contemporary interest to borough officials, the State Association of Boroughs requested the Pennsylvania Government Administration Service to prepare and publish a monthly *Supplement.* This publication is designed to interest those particularly interested in borough management or affiliated with local units in a professional capacity. It is at once a news service of each month's activities among the boroughs and also a report of new technical or legislative developments regarding borough government. Because of interest in the *Supplement,* a regular reporting of borough activities throughout the state to a central agency has developed. The distribution of such information

to more than 3000 municipal officials each month is gradually helping to produce a state-wide spirit of cooperation and increased interest in borough government.

THE AMERICAN PEOPLE ARE INTERESTED IN GOOD GOVERNMENT

During the depression there was evident in the United States a widespread revival of interest in public affairs. It is the most healthful sign of vigor in our national life that we were able to tackle the problems caused by the collapse of 1929 and embark on projects of reclamation and rehabilitation by our own efforts. We not only retained our democracy but strengthened it by resisting the temptations to by-pass it. The English speaking peoples can justly be proud of their record, for the same causes produced on the continent of Europe either a weakening of democratic government or its absolute abandonment.

Though it was at the national level that this renewed interest in public questions and participation was most noticeable, the smallest community did not escape its vitalizing influence. There was a trend on the part of many sensitive people to leave the cities and settle in the rural areas. Some sought quiet, some simplicity, and some economic self-sufficiency. Whatever their motives, the influence of their actions was perhaps greater on the communities into which they moved than on those they left. As the cosmopolitan ceased to laugh at Main Street, Main Street itself learned to evaluate its advantages anew. This awareness of the best in their communities resulted in the desire to improve, to strengthen, and to broaden community life.

This desire was aided by such national agencies as the Works Progress Administration. Town halls, civic centers, parks, and other recreational facilities and art projects celebrating some aspect of local history were built with federal aid. In using these buildings, the towns of America took on new life

and purpose. Forums, citizens' committees, little theatres, sports clubs, and art clubs flourished.

As more and more of the activities of a person are centered in the place where he maintains his residence, he will increasingly interest himself in the affairs of his local governmental unit. The increase in the non-professional personnel of the local governments necessitated by civilian defense requirements has also acted to widen the field of interest in public affairs and particularly in local administration. Many citizens as air-raid wardens are receiving their first contact with the machinery of government.

Because the local community is also the testing and proving ground of democracy, activity in local affairs provides experience in government that will enable the citizen to take a more intelligent and efficient part in national affairs. In the process the local governmental unit itself is strengthened. This interest by the citizenry in local affairs is vital, for the local administrator can more readily avail himself of the unofficial assistance at his disposal to improve his administration if he has the active support of the public.

Besides the functions now administered by the local governments, there will, in all probability, be new ones after this war and some of the old will be increased. If the women stay in the positions in industry they are now entering, there will be day nurseries to be maintained for their children. This is an activity that can be organized best by the local unit. There will be capital expenditures for public works to facilitate the conversion of industry from war to peace production. There will be a need to rehabilitate veterans. Perhaps some of the economies we now exercise to free materials for tanks and guns will be continued. We may not be so improvident of our resources that we throw away tin cans as we did before the war. If we are not to renew the waste of important resources municipal salvage collection will be a permanent function and will require the most efficient procedures for its continuance.

In administering a program of greater service, local governments will be pressed to professionalize their services more and more. In this case the scope of such agencies as the Institute of Local and State Government will be increased. By training administrators and educating the public, by direct services performed for the local units, and by collateral research, the Institute will continue to strengthen democracy at its source and help to build a vital and challenging postwar America.

AN INTERNATIONAL BOOK-SHELF

"The Cause of America is in a great Measure the Cause of all Mankind."
Thomas Paine.

"A small book, but packed with fact and argument which make sense whether you agree with all of it or not," is a characterization given in the New York *Times* to John MacCormac's *This Time for Keeps* (The Viking Press, New York, 1943). Its argument, however, is subordinated to its facts—or rather, its facts are the argument; or we might say that it is not argument which the author has given us, it is his own clear-cut, crisply stated interpretation of the facts. His purpose cannot be better stated than in the following words from the publishers' book-jacket note: "The United States has proved to the world that it can turn its machinery to the uses of war with dramatic speed; it has not yet shown how effectively it can turn its thinking to that end. - - - - Our enemies desired this war; we entered it with reluctance and foreboding. Our enemies know what they want; we have been uncertain and divided. Our enemies are fighting *for* something; we have been fighting *against* something. - - - - There is little doubt, the author thinks, that we can win the war and the peace, if we learn how to get along with our allies and if we succeed in visualizing what it is we hope to gain from the victory. But we must fight for something better than the status quo, something better than a return to isolation, something better than the purely negative desire not to be beaten. Victory and a peace that is more than a temporary truce demand of the United States a rededication to a new and more universal democracy."

Argument in the simplest terms is presented by Sir Norman Angell in two brief sentences in the foreword to his *Let the*

People Know (The Viking Press, 1943). "If each individual," he says, "whether individual person or individual nation, takes the position that he will fight for his own life but not for others, then any violent minority can, by ganging up, subdue a vast majority, for it can apply 'the simple and deadly plan of one by one': ten men can overcome a thousand if each of the thousand says: 'I will fight for myself alone.' For in that case the ten do not face a thousand, they only face one—one at a time."

In this book the internationally known and internationally minded author, to whom was awarded the Nobel Prize in 1933 "for the most notable contribution to the problem of peace," undertook to answer many of the questions "which are present in the minds of immense numbers of average Main Street Americans, even when not expressed for fear of being regarded as defeatist or unpatriotic." It was impossible, or would have been unconvincing, to answer these questions without clarification of "certain principles, recurring over and over again in the answer," and the main part of the book consists of this clarification. In the last chapter the questions are restated, and the author's answers are concisely given. The first question arises from the pessimistic, cynical, and perhaps defeatist views of some citizens: "This is a war to make the world safe for democracy. So was the last. But it did not do it. Why should this one?" Another comes from the isolationist tradition: "If there are risks for American democracy in staying at home, are there not greater risks still in being drawn into every foreign complication?" Another touches on fear of some of the changes in our social economy toward which we seem to be headed, and asks: "Do Americans really want that way of life?"

In his discussion of the issues and the principles involved in these questions, and in his answers, the Nobel prize winner justifies the comment made in the *Saturday Review of Literature:* "Norman Angell is a prophet with honor, a positivist

who can look the future full in the face, see what has to be done, and tell you about it with the straightforward persuasiveness of a man who speaks as though getting his message across clearly was a matter of life and death. And because this book represents such clear speaking and clear thinking, it will serve admirably as a primer for the future, or, to be more specific, a primer for the future of the United Nations idea."

A Time for Greatness, by Herbert Agar (Little, Brown and Company, Boston, 1943) insists on bringing the reader face to face with many unpleasant facts: our blindness, for example, in 1939, and during the political campaign of 1940, when the people "did not choose to listen when someone told them that the war was bringing us closer to annihilation every hour, that Britain could not win alone, and that we were behaving like horrid babies at a moment when our country's life and honor demanded that we behave like strong men;" our attitude, again, when everyone talked of "national defense" and of "aid to Britain," as though America were "willing to let the rest of the world be murdered brother by brother so long as nobody fired a gun in our own back yard."

A "second chance" was given us, in 1940, by the R.A.F. How are we to make the most of that chance? Only by facing the unpleasant facts in our past, and the facts which many may think unpleasant in regard to future necessities. "We have not yet deserved the responsibilities which are ours; but we have inherited them. If we try to deny them we shall lose our souls. - - - - This war will be an episode in the agonized Decline of the West unless we give ourselves and the world confidence that the American idea can and will be served. - - - - And the American idea cannot be saved by the sword alone; it can only exist if we live it." To do this, Mr. Agar (now a Lieutenant Commander in the United States Navy) has most clearly shown, will require qualities which fully explain the title of his book. We are living in "a time for greatness."

The UNIVERSITY *of* PENNSYLVANIA

LIBRARY CHRONICLE

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C. Seymour Thompson — Editor

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AN INTERNATIONAL BOOK-SHELF

"The Cause of America is in a great Measure the Cause of all Mankind."
Thomas Paine.

In the issue of the *Chronicle* for April of this year we mentioned a plan for setting aside a section of shelving in the reading room, for display of "a small collection of books relating to the history, government, economic conditions, and social life of the principal countries of the world; to the first World War and the following years, culminating in the present conflict; and to problems which will be involved in framing a new peace and establishing a world regime under which peace can endure." This plan has now been carried out, and several hundred volumes are now available, either for use in the reading room or for borrowing.

To quote further from the April issue in explanation of the purpose of this plan: "In our present building it is impossible to have the 'open-shelf' reading room which has long been the most urgent need in our educational service to undergraduates. Through this small collection we hope to supply that need to some extent, so far as the subjects mentioned are concerned, to the end that all who use the Library may have direct access to a carefully chosen collection of books relating to our own country; to our neighbors, both near and remote; and to the new interrelationship which coming generations must establish among the citizens of the world."

In this issue we print a partial list of the books which have now formed the beginning of this collection. New books will be added to the collection from time to time, and some of these will be mentioned in the "International Book-Shelf" section which was commenced in April as a feature of the *Chronicle*.

AMERICA

Our History

Main Currents in American History. By Ralph H. Gabriel. (Appleton-Century, 1942.)

A small volume, useful as a "memory refresher" and as an outline sketch of the course of our national history, composed of lectures given under the educational program of the Second Army.

The March of Democracy. By James Truslow Adams. 2 vols. (Scribner, 1932.)

"A book of accurate scholarship, but frankly intended for the general reader, - - - extraordinarily rich in cartoons, photographs, facsimiles, and other illustrations." *(American Political Science Review.)*

Political and Social Growth of the American People. By Homer C. Hockett and Arthur M. Schlesinger. 2 vols. (Macmillan, 1940.)

A work which proves that a textbook can be interesting. Emphasis is placed on social history, and a combination of topical treatment with chronological adds to both the unity and the interest.

In the "History of American Life" series (Macmillan) the social and economic history of the nation is presented in ten volumes, written in interesting style by recognized authorities. Each volume is a unit by itself, and together, with little overlapping, the volumes form a well-rounded whole:

Coming of the White Man, 1492-1848. By H. I. Priestley.

The First Americans, 1607-1690. By T. J. Wertenbaker.

Provincial Society, 1690-1763. By J. T. Adams.

Rise of the Common Man. By C. R. Fish.

Irrepressible Conflict, 1850-1865. By A. C. Cole.

Emergence of Modern Business, 1865-1878. By Allan Nevins.

The Nationalizing of Business, 1878-1898. By Ida M. Tarbell.

Rise of the City, 1878-1898. By A. M. Schlesinger.

Quest for Social Justice, 1898-1914. By H. U. Faulkner.
Great Crusade and After, 1914-1928. By P. E. Slosson.

More briefly, various phases of economic and industrial history and problems are discussed in five volumes of "The World Today Bookshelf" (Macmillan):

A Short History of the American Labor Movement. By Mary R. Beard.

Readings in Trade Unionism. By David J. Saposs.

Control of Wages. By Walton H. Hamilton and Stacy May.

The Place of Agriculture in American Life. By Wilson Gee.

Economic History of the United States. By Harold U. Faulkner.

American Economic History. By Harold U. Faulkner. (Harper, 1938.)

From colonial commerce and industry to the crash of 1929 and the New Deal, our economic history is here related in a scholarly volume which is also well written and interesting.

The Age of Enterprise: A Social History of Industrial America. By Thomas C. Cochran and William Miller. (Macmillan, 1942.)

"An important contribution to the better understanding of American history." (H. U. Faulkner in *Current History.*)

The United States as a Factor in World History. By Theodore C. Smith. (Holt, 1941.)

A brief and interesting view of the main currents which have influenced the course of our foreign relations.

America in World Affairs. By Allan Nevins. (Oxford University Press, 1942.)

Another brief survey, analyzing principles, methods, and opposing views in our foreign policy.

Our Government

The Fathers of the Constitution: A Chronicle of the Establishment of the Union. By Max Farrand. ("Chronicles of America," Yale University Press, 1921.)

The story of the critical period which followed the Revolution, of the attempts to form a union of the colonies, and of the "more perfect union" finally evolved, could hardly be more briefly or more clearly told than it is in this little volume.

The Living Constitution: A Consideration of the Realities and Legends of Our Fundamental Law. By Howard L. McBain. ("The World Today Bookshelf," Macmillan, 1927.)

A concise study of fundamental methods of our government under the Constitution as it has developed in actual practice.

This Constitution of Ours. By Florence E. Allen. (Putnam, 1940.)

Another brief study of the significance of the Constitution in American life, by a Judge of the U. S. Circuit Court of Appeals.

The Constitution and What It Means Today. By Edward S. Corwin. (Princeton University Press, 1941.)

Seventh edition of a brief discussion of American constitutional theory and practice, which has long been one of the standard works in this field.

We Hold These Truths. Edited by Stuart G. Brown. (Harper, 1941.)

In this small, attractively printed volume are many of the most important "Documents of American Democracy," from the Mayflower Compact of 1620 to President Roosevelt's first inaugural and Thomas Wolfe's "Credo." Some of these may be read by many for the first time; it will be time spent to good purpose.

Some of the problems of government presented by the increasingly complex needs of society are discussed in an appropriately named series of small volumes, "American Government in Action" (Farrar and Rinehart):

The Democratic Tradition in America. By Thomas V. Smith.

An analysis of the fundamental qualities of American governmental thought—"the driving force behind present policies."

The New Centralization: A Study of Intergovernmental Relationships in the United States. By George C. S. Benson.

An impartial study of the advantages and the disadvantages of centralization and of decentralization, the division of power and authority among federal, state, and municipal units of government.

Public Policy and the General Welfare. By Charles A. Beard.

A discussion of "the proper balance of authority and liberty required by the security and welfare of American society." To maintain this balance is "the supreme task of statesmanship and the central theme of political science."

Administration and the Rule of Law. By J. Roland Pennock.

A study of the administrative agencies of our government and of court decisions on questions arising in "the conflict between individual 'rights' of liberty and property and the demands of the positive state for continuous modification of these rights in pursuit of the general welfare."

The Supreme Court and Judicial Review. By Robert K. Carr.

"Its one purpose is to view the exercise of power by the Supreme Court of the United States as a part of the American governmental process." *(Preface.)*

Government and Agriculture: The Growth of Federal Farm Aid. By Donald C. Blaisdell.

Treats of "the farm problem, the legislation passed within the last decade to help the farmer, and the results of that legislation insofar as they can now be determined."

Government and the Investor. By Emanuel Stein.

"Deals with the series of laws which, beginning with the Securities Act of 1933, have increasingly brought under federal control the issuance and sale of corporate securities." *(Preface.)*

Party Government. By E. E. Schattschneider.

"The analysis of the meaning and role of the party is made with a freshness, penetration, and realism which stamp the work as an unusually able contribution to political thinking." (J. P. Horlacher in *Social Studies.*)

Presidential Leadership: The Political Relations of Congress and the Chief Executive. By Pendleton Herring.

"An impartial, keen study of the role of the President as it grew out of the Constitution." *(Commonweal.)*

The Politics of Democracy: American Parties in Action. By Pendleton Herring. (W. W. Norton, 1940.)

A live, readable account of our political system and how our government has successfully developed under it, notwithstanding "pressure politics," propaganda, monied interests, machine control, bureaucracy, and other dangers.

If Men Were Angels: Some Aspects of Government in a Democracy. By Jerome Frank. (Harper, 1942.)

An interesting study of the governmental administrative problems involved in the fact that men are *not* angels and that human fallibility must always be taken into consideration. "It should be read by everyone interested in making democracy work more effectively." (E. A. Helms in *American Political Science Review.*)

Foundations of Democracy: A Series of Debates. By Thomas V. Smith and Robert A. Taft. (Knopf, 1939.)

"Senator Taft stands for a traditional view of the Constitution and the American heritage, while Representative Smith declares that a progressive conception of social values requires the reforms promoted by the New Deal." (Springfield *Republican.*)

American Life And Thought

Democracy as a Way of Life. By Boyd H. Bode. (Macmillan, 1939.)

A sketch of "the several attitudes towards democracy in the development of the United States," viewing it as "a way of life, to be followed by all for the good of all." (London *Times.*)

The American Idea. (Harper, 1942.)

Essays by nine members of the faculty of Colgate University, which constitute an interesting study of American thought and achievements in science, art, literature, and other fields.

The Living Tradition: Change and America. By Simeon Strunsky. (Doubleday, Doran, 1939.)

"A survey of economic, social, and political conditions in the United States in the present. The author believes that - - - - certain constants of American life—belief in opportunity, love of liberty, a certain kind of lawlessness and rebelliousness - - - - are still dominant characteristics." *(Book Review Digest.)*

New Adventures in Democracy: Practical Applications of the Democratic Idea. By Ordway Tead. (McGraw-Hill, 1939.)

A discussion of the functioning of democratic theories in education, in the public service, in industry, and in economic problems.

Challenge to Democracy. By C. DeLisle Burns. (W. W. Norton, 1935.)

"A stimulating analysis" in which the author "has not only enriched the literature of democracy, but suggested the path along which liberal democracy may renew its faith and enthusiasm and its militant, aggressive course of action." (R. M. Story in *American Political Science Review.*)

The New Belief in the Common Man. By Carl J. Friedrich. (Little, Brown, 1942.)

"Dr. Friedrich believes that the 'building of world citizenship has to begin right here in America.' In this book he has contributed splendidly toward that objective." (R. L. Duffus in New York *Times.*)

OUR NEAREST NEIGHBORS

Canada

A Short History of Canada for Americans. By Alfred L. Burt. (University of Minnesota Press, 1942.)

"Sound and thought-provoking," and "reveals a keen appreciation of the attitudes of Americans and Canadians toward each other." *(Annals of the American Academy of Political and Social Science.)*

The Unknown Country: Canada and Her People. By Bruce Hutchison. (Coward-McCann, 1942.)

Neither "a guide book nor a travel book," but "an attempt rather to give the stranger a general glimpse of the surface of Canada and something of the substance, the people, the problems, the history, and the future beneath the surface." *(Preface.)*

The Canadian Peoples. By B. K. Sandwell. (Oxford University Press, 1941.)

A description of "the forces that shape Canadian life and give that life a character different from either Britain or the United States." *(New Statesman and Nation.)*

Canada Today and Tomorrow. By William H. Chamberlin. (Little, Brown, 1943.)

"One of the best reporters in the world tells citizens of the United States what they need to know about their northern neighbor." *(Christian Century.)*

Canada and the United States. By F. R. Scott. (World Peace Foundation, 1941.)

One of the convenient, timely, and interesting little booklets being issued by the World Peace Foundation under the series title "America Looks Ahead." Its brief presentation of the common background of the Canadians and the Americans, of the principal differences between them, and of the chief developments in Canadian-American relations hitherto, should be helpful in future relations.

Latin America

Latin America: A Brief History. By F. A. Kirkpatrick. (Macmillan, 1939.)

"An exceptionally thoughtful and well-written book, - - - one of the most interesting interpretations of Latin American history published in the past generation." (A. P. Whitaker in *Annals of the American Academy of Political and Social Science.*)

Good Neighbors. By Hubert Herring. (Yale University Press, 1941.)

Helpful in promoting better knowledge of the recent history and the economic and political conditions of the Latin American countries.

Inside Latin America. By John Gunther. (Harper, 1940.)

The popular reporter here writes "informally and simply of the vast tapestry that makes up Latin America, weaving in the influence of history, geography, climate, natural resources, the race problem, and trade. But he subordinates all these details to the situation as it is now." (Dorothy Karr in *The Churchman.*)

Economic Defense of Latin America. By Percy W. Bidwell. ("America Looks Ahead," World Peace Foundation, 1941.)

A brief discussion of the economic conditions which influence relations between the Latin American countries and the United States and Europe.

Argentina and the United States. By Clarence H. Haring. ("America Looks Ahead," World Peace Foundation, 1941.)

"Provides a necessary background for the final chapter on Argentina's position in the present world crisis." *(American Political Science Review.)*

Brazil, Land of the Future. By Stefan Zweig. (Viking Press, 1943.)

Upon Brazil, says the author, "rests one of our greatest hopes for future civilization and peace in our world."

THE MOTHER COUNTRY

British Life and Thought: An Illustrated Survey. (Longmans, Green, 1942.)

Eleven interesting "booklets," published for the British Council, are here made available in one volume, in which we have an abundance of information concerning the British government and people.

This England. By Mary Ellen Chase. (Macmillan, 1936.)

Essays, in quiet vein, descriptive of English life and characteristics. "A more than generous appreciation of England's steadfastness of purpose, the dignity, beauty, and significance of her traditions." *(Christian Science Monitor.)*

A Hundred Years of the British Empire. By A. P. Newton. (Macmillan, 1940.)

A careful study, full of interest for anyone who wants to know enough of the English history of the last century to understand the England of today.

The Ideas and Ideals of the British Empire. By Ernest Barker. (Macmillan, 1942.)

"A valuable essay," showing "keen insight into contemporary imperial problems." (E. D. Graper in *American Political Science Review.)*

Great Britain: An Empire in Transition. By Albert Viton. (John Day Company, 1940.)

"If you want to know what the British Empire really is, I can unqualifiedly recommend this as a source of enlightenment. The prophecies will arouse more debate and criticism," though they are "the opinion of a man whose study entitles his views to respect." (Paul Hutchinson in *Christian Century.*)

British Foreign Policy: Its Formulation in Recent Years. By R. Victor Langford. (American Council on Public Affairs, 1942.)

A presentation of the methods by which British foreign policy is formulated: the parts taken by monarch, cabinet, foreign secretary, prime minister, and other ministers.

EUROPEAN COUNTRIES

France

The Spirit of France. By Paul Cohen-Portheim; trans. by Alan Harris. (Duckworth, London, 1933.)

"Why is France what she is? Why is she the most united, self-contained, and exclusive of all nations? What has her genius to offer a troubled world for a better future?" These questions are here "clearly and tersely" answered. *(The Nation.)*

Paris, 1870-1935. By Jules Bertaut; trans. by R. Millar. (Appleton-Century, 1936.)

The history of France since 1870 is well illustrated by this interesting account of life in Paris, "an attempt to reconstruct the atmosphere of the successive periods." Though chiefly devoted to the everyday life of the people, much light is thrown on popular feeling in regard to events of political and national importance.

The France of Tomorrow. By Albert Guérard. (Harvard University Press, 1942.)

"To all who wish to think seriously of the future of Europe, as well as for the naive souls, French and others, who think that a victory can or should restore the political status quo of 1939, this wise and generous book is most warmly commended." (D. W. Brogan in *Books.*)

Which Way France? By Alexander Werth. (Harper, 1937.)

"A book which should be indispensable to all Americans and Englishmen who want to understand what is happening in France today." (Leland Stowe in *Books.*)

Spain

The Origins of Modern Spain. By J. B. Trend. (Cambridge University Press, 1934.)

Spain: A Short History of Its Politics, Literature, and Art from Earliest Times to the Present. By Henry D. Sedgwick. (Little, Brown, 1926.)

Italy

A History of Italy, 1871-1915. By Benedetto Croce; trans. by Cecilia M. Ady. (Oxford University Press, 1929.)

"A most useful key to understanding the present Italian crisis, in which everybody is interested because everybody tries to draw, from the Italian spectacle, arguments for his own fears or hopes." (Carlo Sforza in *Saturday Review of Literature.*)

The Real Italians. By Carlo Sforza. (Columbia University Press, 1942.)

"In these serene and luminous pages one of the most courageous of living Italians gives his pledge that his people will presently become a loyal component of the new free Europe." (Hiram Motherwell in *Books.*)

Italy from Within. By Richard G. Massock. (Macmillan, 1943.)

"A serious, painstaking, yet highly readable account of what has been happening in Italy in the last five years." (H. S. Miller in *Political Science Quarterly.*)

Belgium

Belgium. By Hugh Gibson. (Doubleday, Doran, 1939.)

"The best guide to acquaintance with Belgium that the present reviewer has ever seen." (H. M. Shaw in *Books.*)

Albert of Belgium. By Emile Cammaerts. (Macmillan, 1935.)

"Furnishes an invaluable contribution to understanding the Belgian detail of the great struggle." (F. H. Simonds in *Saturday Review of Literature.*)

Holland

The Dutch: A Portrait Study of the People of Holland. By Adriaan J. Barnouw. (Columbia University Press, 1940.)

A sympathetic, illuminating interpretation of Dutch characteristics and achievements.

Holland. By Karl Scheffler. (Knopf, 1932.)

Another interesting introduction to the country and the people of Holland and their achievements in art and in other fields.

Germany

What About Germany? By Louis P. Lochner. (Dodd, Mead, 1942.)

A review of developments and events in Germany since the days of the Weimar republic, by a correspondent of the Associated Press.

Berlin Diary: The Journal of a Foreign Correspondent, 1934-1941. By William E. Shirer. (Knopf, 1943.)

"In no book that I know of will open-minded Americans get a better idea of Hitler and the Nazis, of what they have done and what they aim to do." (Carl Becker in *Time.*)

People Under Hitler. By Wallace R. Deuel. (Harcourt, Brace, 1942.)

"It builds up a picture of life under Hitler so terrifying, yet so convincing, that it should become one of our primary sources for knowledge of the Third Reich." *(Foreign Affairs.)*

Switzerland

Heart of Europe. By Denis de Rougemont. (Duell, Sloan, and Pearce, 1941.)

"A delightful and most instructive description of a little country which for a long period has been teaching lessons badly needed, but for the most part disregarded by the world." (Joseph McSorley in *Catholic World.*)

Scandinavia

Scandinavia Beckons. By Amy Oakley; illustrated by Thornton Oakley. (Appleton-Century, 1938.)

"Rarely does a book catch and pass on so much, not only of the outward aspects of four lands, but of their spirit as well." (M. L. Elting in *Forum.*)

Scandinavia: The Background for Neutrality. By Alma L. Olson.

An analysis of the history, political systems, and traditions of the Scandinavian countries and their situation with regard to the other countries of Europe.

Norway, Neutral and Invaded. By Halvdan Koht. (Macmillan, 1942.)

"Tells us, simply and as dispassionately as possible, why and how Norway began her fight, how she has been carrying it on, and why she is still fighting." *(Annals of the American Academy of Political and Social Science.)*

History of Sweden. By Andrew A. Stomberg. (Macmillan, 1931.)

"Though the national colour of the author's spectacles is generally apparent, he has produced not only an exceptionally readable but a really informative history." (London *Times.*)

Finland. By John H. Jackson. (Macmillan, 1938.)

An account of its history, economic conditions, cultural achievements, and social customs.

Eastern Europe

Tornado Across Eastern Europe. By Josef Hanc. (Greystone, 1942.)

"Mr. Hanc submits highly seasoned views, and few guides are more reliable than he is in the maze of eastern Europe." (Emil Lengyel in *Books.*)

Eastern Europe and the United States. By Josef Hanc. ("America Looks Ahead," World Peace Foundation, 1942.)

In this little handbook the same author gives a brief summary of the situation of the peoples in this storm center of Europe, and of their efforts to resist aggression.

Problems of the Baltic. By W. F. Reddaway. (Cambridge University Press, 1940.)

An outline sketch of the recent history of the Baltic states and of the conflicting interests there of the great powers.

The Rise of Nationalism in the Balkans, 1800-1930. By Wesley M. Gewehr. (Holt, 1931.)

Concise study of the history of the Balkan region, the liberation of the people, the development of separate states, and the growth of nationalism.

Poland Past and Present. By Stefan Karski (Tytus Filipowicz). (Putnam, 1933.)

A brief summary of Polish history is followed by a description of developments in recent years in government, religion, literature, science, art, and other fields.

Albania's Road to Freedom. By Vandeleur Robinson. (W. W. Norton, 1942.)

"An interesting book, rich in illuminating instances of the difficulties with which King Zog was confronted and the way in which he tried to deal with them." (London *Times.*)

We Shall Live Again. By Maurice Hindus. (Doubleday, Doran, 1939.)

"A living, factual, authentic, and moving book" (Leland Stowe in *Living Age*), a description of conditions in Czechoslovakia in the summer and fall of 1938.

From the Land of Silent People. By Robert St. John. (Halcyon House, 1943.)

The experiences and observations of an Associated Press correspondent in Yugoslavia and Greece during the Nazi campaigns there. "Gives vivid glimpses of the 'Wave of the Future' which will engulf and destroy our civilization unless an A.E.F. marches into Berlin in time." (J. T. Whitaker in *New Republic.*)

Russia

The Russian Revolution, 1917-1930. By George Vernadsky. (Holt, 1932.)

A brief outline of the causes and the course of the revolution of 1917 and the formation of the U.S.S.R.

Soviet Russia's Foreign Policy, 1939-1942. By David J. Dallin. (Yale University Press, 1942.)

"A scholarly, well-rounded, and, in the main, very convincing picture of Soviet foreign policy during the last three years." (W. H. Chamberlin in New York *Times.*)

Mission to Moscow. By Joseph E. Davies. (Simon and Schuster, 1941.)

"Another chapter in the tragic story of how our own mistakes and the mistakes of people like us have drawn the United States into a world war for the second time in a generation." (Joseph Barnes in *Books.*)

Outlines of Russian Culture. By Paul Miliukov; trans. by Valentine Ughet and Eleanor Davis; ed. by Michael Karpovich. 3 vols. (University of Pennsylvania Press, 1942.)

"An analysis of the great spiritual, moral, intellectual, and esthetic currents which set in motion Russia's creative energies." (Helen Iswolsky in *Commonweal.*) The three volumes discuss Religion and the Church; Literature; Architecture, Painting, and Music.

ASIA AND THE PACIFIC

India

Pageant of India. By F. Yeats-Brown. (Macrae-Smith, 1942.)

A brief popular history of India from prehistoric times to 1942.

India Today: The Background of Indian Nationalism. By W. E. Duffett and others. (John Day, 1942.)

"A readable and carefully done introduction to the many in Canada and the United States who are first beginning to realize the importance of India." *(Pacific Affairs.)*

The Indian States and Indian Federation. By Sir Geoffrey DeMontmorency. (Cambridge University Press, 1942.)

A brief explanation of the relation between the Indian states and the British government.

An Indian Commentary. By G. T. Garratt. (Cape, London, 1929.)

"A clear and well developed running commentary on the essential features of India's political problems." (M. T. Titus in *American Historical Review.*)

China

China in Revolution: An Analysis of Politics and Militarism under the Republic. By Harley F. MacNair. (University of Chicago Press, 1931.)

"An attempt to clarify for the non-specialist the conflicting aims, institutions, and personalities involved in a great struggle which has been in process for more than a generation, and which is yet far from completion." *(Preface.)*

The China of Chiang K'ai-shek. By Paul A. Linebarger. (World Peace Foundation, 1941.)

New Culture in China. By Lancelot Forster. (Stokes, 1936.)

"A very timely book on the fundamental problems in China which both the ordinary reader and the specialist will read with profit." (A. F. Whyte in *Spectator.*)

Journey into China. By Violet Cressy-Marcks. (Dutton, 1942.)

An entertaining account of travels from Burma through the heart of China, with the author's observations on China at war.

Japan

Japan's Dream of World Empire. (Harper, 1942.)

Gives the complete text of the "Tanaka Memorial" of 1927—the plan for world conquest attributed to Tanaka.

Japan: World Problem. By H. J. Timperley. (John Day Company, 1942.)

"A scholarly little book about the early history of Japan that serves to throw a good deal of light on the processes of thought and the motives and objectives of the Japanese even nowadays." (Wilfred Fleisher in *Books.*)

Report from Tokyo. By Joseph C. Grew. (Simon and Schuster, 1942.)

"An excellent antidote for the decade of muddled and wishful thinking which preceded Pearl Harbor." *(The Nation.)*

Government by Assassination. By Hugh Byas. (Knopf, 1942.)

The best answer available "for those who would seek the reasons underlying the present war in Asia and how the Japanese came to hatch their present plans of conquest." *(Books.)*

East Indies

The Ageless Indies. By Raymond Kennedy. (John Day Company, 1942.)

A thorough presentation of the importance of the East Indies, of their government, and of the native inhabitants.

The Netherlands Indies and the United States. By Rupert Emerson. ("America Looks Ahead," World Peace Foundation, 1942.)

A brief outline "which brings out some of the problems that deserve a much more detailed investigation." (Bartholomew Landheer in New York *Times.*)

Australia

Australia and the United States. By Fred Alexander. ("America Looks Ahead," World Peace Foundation, 1941.)

An attempt to answer the questions "What is the significance of Australian-United States relations in the midst of world conflict? What can be their contribution to future peace in the Pacific area?"

Introducing Australia. By Clinton H. Grattan. (John Day Company, 1942.)

"Concise volume, lightened with touches of humor and enriched with illustrative anecdotes and photographs" and introducing us "to a great people and their country, about which we Americans know too little." (L. J. Warford in *Christian Century.*)

Australia. By W. K. Hancock. (Scribner, 1931.)

"Every reader can feel assured that he has been set on the way towards correct understanding of the life and thought of Australia, while Australians themselves cannot help but benefit from the sane, unprejudiced criticisms which the book contains." *(Spectator.)*

THE WORLD BETWEEN TWO WARS

The Peace That Failed: How Europe Sowed the Seeds of War. By Varian Fry. (Foreign Policy Association, 1939.)

A concise analysis of events in Europe between "the war to end war" and the present period of "reaping the whirlwind"; one of the small "Headline Books," designed "to enable readers to reach intelligent and independent conclusions on the important problems of the day."

The Background of Our War. (Farrar and Rinehart, 1942.)

Consists of lectures prepared by the Orientation Course of the Bureau of Public Relations, U. S. War Department, with the purpose of telling "the full story of the events which finally compelled America to rearm."

The Crisis of Democracy. By William E. Rappard. (University of Chicago Press, 1938.)

A study of the ups and downs of democracy in Great Britain and in Europe, the rapid rise of dictators to seemingly irresistible power, and the struggle for survival between the democracies and the totalitarian powers. The pessimist may find some arguments herein; the optimist finds a challenge, for the central theme of the book is that "the future of democracy lies primarily with the democratic peoples themselves." The book is not so easily read as many, but there are few which more fully repay careful reading.

The March of Fascism. By Stephen Raushenbush. (Yale University Press, 1939.)

"A dispassionate yet penetrating study of the reasons why great European states have gone fascist." *(Christian Century.)*

The Twenty Years' Crisis, 1919-1939: An Introduction to the Study of International Relations. By Edward H. Carr. (Macmillan, 1940.)

"Many will find much to disagree with in this book, but they should also find much that will set them thinking back to the fundamentals of our present political, social, and economic systems." *(Christian Science Monitor.)*

Ten Years: The World on the Way to War, 1930-1940. By Dwight E. Lee. (Houghton, Mifflin, 1942.)

"A careful, coherent, and impartial record of the main events of the decade." *(Current History.)*

Britain and France Between Two Wars: Conflicting Strategies of Peace Since Versailles. By Arnold Wolfers. (Harcourt, Brace, 1940.)

"One of the most valuable books available for anyone who wants to study the origins of the present war" *(Christian Century)*—insofar, at least, as the origins are to be found in the policies of Great Britain and France.

The Twilight of France, 1933-1940. By Alexander Werth. (Harper, 1942.)

"Those who want to understand how Vichy came about cannot do better than turn to Mr. Werth's study of the decline of the Third Republic." (John Elliott in *Books.*)

Far Eastern War, 1937-1941. By Harold S. Quigley. (World Peace Foundation, 1942.)

"For the immediate background of the war" in the Far East "this is by all odds the soundest and most useful so far published." *(Current History.)*

America in the New Pacific. By George E. Taylor. (Macmillan, 1942.)

An excellent summary of events which preceded Japan's attack on the United States, and of issues which must be faced after the war.

"Appeasement" And "Isolation"

Appeasement: Before, During, and After the War. By Paul Einzig. (Macmillan, 1942.)

"The objects and methods of political appeasement are discussed in a general way, but the greater part of the material deals with the less well-known instances of economic appeasement" of Germany.

Let the People Know. By Norman Angell. (Viking Press, 1942.)

A frank discussion and convincing refutation of isolationist doubts and questions.

America and the Axis War. By Denys Smith. (Macmillan, 1942.)

A review of American foreign policy between Versailles and Pearl Harbor, the "major theme" of which is "the rise and fall of isolationist sentiment."

We Cannot Escape History. By John T. Whitaker. (Macmillan, 1943.)

"A report - - - of the sickening years when we all did so much meanly to lose the best hope on earth that it is now in all bitter truth the last best hope." *(Books.)*

THE DEMANDS OF PEACE

Pacifism Is Not Enough: Nor Patriotism Either. By the Marquis of Lothian. (Oxford University Press, 1935.)

The demands of peace were clearly discernible (to some) long before the war came. "If we are to make a success of a renewed attack on the institution of war," said the late Lord Lothian in this lecture at Oxford, "we must think and act from more fundamental and eternal premises than we have yet done." His lecture is a notable contribution toward such thinking.

A Time for Greatness. By Herbert Agar. (Little, Brown, 1943.)

"A call to America to rededicate herself, before it is too late, to the application of democratic ideals of liberty and equality." *(Library Journal.)*

The Impact of the War on America. (Cornell University Press, 1942.)

Six lectures by members of the Cornell faculty, helpful as a review of recent history, and illuminating as a preview of problems which will come in the period of reconstruction.

The World's Destiny and the United States: A Conference of Experts in International Relations. (World Citizens Association, 1941.)

The table of contents gives the best description of the book: "Achievements and Failure of the League of Nations"; "The United States in a World at War"; "New Rights of Man in an International Organization"; "New Political Order"; "World Economics and Social Justice"; "Educational Problem and Intercultural Understanding."

Prepare For Peace! By Henry M. Wriston. (Harper, 1941.)

A study of the problems entering into negotiation of a peace, of America's part in previous international affairs and in the Treaty of Versailles, and of the part America may have in the endeavor to frame the next peace on a firmer foundation.

This Time For Keeps. By John MacCormac. (Viking Press, 1943.)

"A small book, but packed with fact and argument which make sense whether you agree with all of it or not." (New York *Times.*) "Our enemies are fighting *for* something," says the author; "we have been fighting *against* something," and for permanent peace "we must fight for something better than the status quo, something better than a return to isolation, something better than the purely negative desire not to be beaten."

Victory Is Not Enough: The Strategy for a Lasting Peace. By Egon Ranshofen-Wertheimer. (W. W. Norton, 1942.)

"A realistic appraisal of reasons for failure of the peace that followed World War I, and analysis of factors that will make a success or a failure of the forthcoming peace." *(Library Journal.)*

The Interdependent World and Its Problems. By Ramsay Muir. (Houghton, Mifflin, 1933.)

"Expounds with great clearness the paradox that the intense national feeling which at present obstructs appreciation of the world's interdependence is responsible for the material and intellectual developments which have brought that interdependence about." (London *Times.*)

The Coming Age of World Control: The Transition to an Organized Society. By Nicholas Doman. (Harper, 1942.)

"Shows how democratic nations must institute and work toward a complete change in world organization to counteract the destructive force of Nazism." *(Library Journal.)*

The Problems of Lasting Peace. By Herbert Hoover and Hugh Gibson. (Doubleday, Doran, 1942.)

Consideration of "the forces which make for war and peace," concluding with a study of "The Foundations of Lasting Peace." No definite plan for the peace is presented.

Peace Plans and American Choices: The Pros and Cons of World Order. By Arthur C. Millspaugh. (Brookings Institution, 1942.)

We are not including in our list any of the many books in which specific peace plans are advanced, but in this book many of these proposals are described, with a summary of the arguments for and against each of them.

Basis for Peace in the Far East. By Nathaniel Peffer. (Harper, 1942.)

"A plea that no American can ignore, - - - presented with clarity, simplicity, and force of vision." (Lin Yutang in *Books.*)

Dependent Areas in the Post-War World. By Arthur N. Holcombe. ("America Looks Ahead," World Peace Foundation, 1941.)

A brief analysis of the major problems which will be confronted in government of dependent areas after the war.

Economic Problems

When the War Ends: Vol. 1 *The Road We Are Traveling;* Vol. 2 *Goals for America.* (Twentieth Century Fund, 1942.)

The first two volumes in a series of six "exploratory reports on postwar problems." Volume one explored "basic issues and fundamental trends"; volume two "lays down some economic specifications for the postwar United States." Written in entertaining style, with persuasive force, sound arguments, and irrefutable common sense.

The Unfinished Task: Economic Reconstruction for Democracy. By Lewis Corey. (Viking Press, 1942.)

"One of the most penetrating analyses of the economic and political condition of American democracy to come out of the crisis." (R. F. Harvey in *Annals of the American Academy of Political and Social Science.*)

Democracy Against Unemployment: An Analysis of the Major Problem of Postwar Planning. By William H. Stead. (Harper, 1942.)

"Addressed to the general reader rather than to the student of economics, and will be welcomed by all who want to plan constructively, now, for the eventual transition from wartime to peacetime employment." *(Management Review.)*

The UNIVERSITY *of* PENNSYLVANIA

LIBRARY CHRONICLE

Issued four times a year by and for the Friends of the Library of the University

C. SEYMOUR THOMPSON — EDITOR

UNIVERSITY LIBRARIES AND UNDERGRADUATES

("How are your youth to acquire knowledge without books?")

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UNIVERSITY LIBRARIES AND UNDERGRADUATES

By C. Seymour Thompson

A little more than one hundred years ago James Wadsworth, an ardent friend of libraries, wrote: "How are your youth to acquire knowledge without books? They now do not read books when young, and have no distinct ideas when in advanced life, and yet you call on them to decide on treaties and constitutional questions."[1] Not much of this statement can be truthfully repeated today. Our youth do read books, and they approach advanced life with ideas, at least in embryo, on many subjects; but it is well to remember that before many years have passed these youth will be called upon to "decide on treaties and constitutional questions" far surpassing in importance the decisions required of any previous generation. The older generation of today cannot permanently settle the issues arising from the war and the issues which will arise in perpetuating the peace. That will be the responsibility of the youth who are now undergraduates in our colleges, or at least are of undergraduate age.

In other issues of the *Chronicle* we have expressed the thought that in the reconstruction of the world by which the war must be followed the libraries of America—school and college and university and public libraries—may be, and must be, an important factor. In training our youth to meet the responsibility which will be theirs, what should be the part of the university libraries? No need for any revolutionary changes seems likely to arise, but there is a need for a new evaluation of the fundamental purposes of our libraries and of their ability to fulfill those purposes. Because all planning

[1] *American Journal of Education,* 5: 401.

for the future should be based upon knowledge of the past, as well as of the present, we may well turn our attention briefly to some of the main trends in the past relations between our university libraries and the undergraduate students.

This history would have begun in 1619 had it not been for an Indian massacre (it would be too fanciful to call it the first American encounter between town and gown), for planning was begun in that year for establishment of a college at Henrico, Va. At a meeting of the Virginia Company in 1620 "a straunger stept in presentinge ---- fower great books as the guifte of one unto the Company that desyred his name might not be made knowne ---- wch books the Donor desyred they might be sent to the Colledge in Virginia there to remayne in safftie to the use of the Collegiates hereafter, and not suffered att any time to be sent abroade, or used in the meane while."[2] Three of the volumes were *The Works of that Famous and Worthie Minister of Christ in the University of Cambridge, Mr. William Perkins;* the fourth was St. Augustine's "Citty of God translated into English." With the books was "a Mapp of Sr Walter Rawlighes conteyninge a Descripcon of Guiana," which suggests that the anonymous donor recognized the importance of giving the "Collegiates" an acquaintance with countries other than their own.

But an Indian uprising wiped out the little settlement at Henrico; with it went the plan for a college, and Harvard, in 1636, became our first institution of higher learning. Its library was begun by John Harvard's gift of several hundred volumes, and in 1643 it was described by the anonymous author of *New Englands First Fruits* as "a large Library with some Bookes to it, the gifts of diverse of our friends." Among these friends were "the Hon^d^. Magistrates & Revd Elders" of the General Court of Massachusetts, who in 1642 "ffor the furnishing of the Colledge with a Library that might be of publick use to the Students therein ---- gave towards the same

[2] *Records of the Virginia Company of London,* 1: 421.

out of their own libraryes to the vallue of Two hundred pound."[3] Acquisition of an adequate library, however, was not easy, and in 1647 President Dunster petitioned the Commissioners of the United Colonies of New England: "Seinge the publicke library in the Colledg is yet defective in all manner of bookes, especially in law, phisicke, Philosophy & Mathematicks, the furnishinge whereof would be both honourable and proffitable to the Country in generall & in speciall to the schollars, whose various inclinations to all professions might thereby be incouraged & furthered, we therfore humbly entreate you to use such meanes as your wisdomes shall thincke meete for supply of the same."[4] No action on this petition is recorded.

Primitive indeed was the Harvard library in the seventeenth century. Samuel Sewall, then the "Colledge-Library Keeper," recorded in his Diary in 1674 that a student who had been convicted "of speaking blasphemous words concerning the H.G." was sentenced, as a part of his punishment, to be "publickly whipped before all the Scholars," and that this order "was presently put in execution in the Library before the Scholars. ---- Prayer was had before and after by the President."[5]

Under the Harvard "Laws" of 1667 "No Schollar in the Colledge, under a Senior Sophister" was permitted to borrow from the library, and since another Law provided that, with a few exceptions, "no other of the Schollars shall have liberty to study in the Library," it is evident that the library had but a small part in undergraduate life. A revision of the Laws in 1736 retained the provision that no student of rank lower than Senior Sophister might borrow books, but introduced some measure of supervised reading under the faculty's guidance: "When ye Senior Sophisters shall be admitted to ye priveledge of borrowing Books out of ye

[3] Colonial Society of Massachusetts, *Publications*, 15: 174.
[4] *Acts of the Commissioners of the United Colonies of New England*, 1: 93-96.
[5] Sewall, *Diary*, 1: 4.

Library, ye President, Professors & Tutors, shall advise them what Books are most proper for their reading," and to guard against superficiality they were prohibited from borrowing oftener than once in three weeks.[6]

Unhappily, the students did not always make proper use of such privileges as were given them. Harvard's great benefactor Thomas Hollis wrote in 1725 to a member of the Corporation: "Your library is reckond here to be ill managed, by the account I have of some that know it, you want seats to sett and read, and chains to your valluable books like our Bodleian library, or Sion College in London, you know their methods, wch are approved, but you do not imitate them, you let your books be taken at pleasure home to Mens houses, and many are lost, your (boyish) Students, take them to their chambers, and teare out pictures & Maps to adorne the Walls."[7] The custom of chaining books—a practice to which an official of the Bodleian once referred as "Locke on the Understanding"—was not adopted in America, but in 1748 Harvard found it necessary to promulgate the following Law:

Inasmuch as the Library hath been very much damaged by taking Cutts out of the Library Books by such Scholars as have had the Liberty of borrowing Books out of it, Therefore voted, That for the preventing this vile Abuse of the Library, The Library-Keeper be directed that When any Books with Cutts are Lent to any Person whatsoever, He shall take a particular Acc^o of all the Cutts in such Books, & when the s^d Books shall be return'd, shall again take a particular acc^o of Them & if there be any of the Cutts wanting, He shall immediately inform the Pres^dt of the s^d Damage.

That when any Damage is done to a Library-book by taking any Cutts out of it by any Undergraduate He shall pay treble Damages & be Degraded & also be debarr'd of the Liberty of ever borrowing Books out of the Library again, or he shall be expell'd according to the aggravation of the Crime.[8]

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[6] Colonial Society of Massachusetts, *Publications*, 15: 194 and 130.
[7] *Ibid.*, 25: 9.

In New Haven, as at Cambridge, the beginning of a library was virtually the beginning of the College. Like many other legends, the traditional account of the founding will live forever; and it is well that it should, for it is beautifully symbolic of the fact that without a library there can be no college. Eleven ministers, chosen to bring the college into existence, convened for this purpose. "Each Member brought a Number of Books," saith the story, "and presented them to the Body; and laying them on the Table, said these Words, or to this Effect: 'I give these Books for the founding a College in this Colony.' Then the Trustees as a Body took Possession of them; and appointed the Rev. Mr. Russel of Branford to be the Keeper of the Library, which then consisted of about 40 Volumes in Folio."[9]

The privilege of borrowing from Yale's library was at first extended to no undergraduates but the Senior Sophisters, but under Laws adopted in 1740 was given to "the two Senior Classes."[10] Yet not even a more modern librarian could desire more earnestly than did President Clap to make his library a source of profit to the student body. In the first printed catalogue of the library, in 1743, he inserted an "Advertisement to the Students of Yale-College." He had prepared the catalogue, he told them, "with considerable Labour and Pains" (and many a more modern librarian might say the same thing), "under proper Heads that so you may Readily know and find any Book, upon any particular Subject. ---- The Introduction to Philosophy will give you a General Idea or Scheme of all the Arts and Sciences and the several things which are to be known and learnt: and this Catalogue will direct you to many of the best Books to be read in order to obtain the Knowlege of them."[11]

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[8] *Ibid.*, 16: 790.

[9] Thomas Clap, *Annals or History of Yale College*, p. 3.

[10] F. B. Dexter, *Documentary History of Yale University*, p. 345.

[11] *A Catalogue of the Library of Yale-College in New-Haven* (N London, 1743).

Under regulations adopted at Brown University in 1785 all students except those in the Freshman class were entitled to the use of the library; "for which privilege each student so entitled shall pay four shillings and sixpence per quarter, to be charged in the quarter bills." And a few years later additional rules were adopted:

> That the students shall come to the Library Four at a Time, when sent for by the Librarian, and they shall not enter the Library beyond the Librarian's table, on the penalty of three pence for every offence.
>
> No student shall behave in a disorderly manner while receiving books, nor take down any book from the shelf. If any one transgress this law, he shall be fined from three pence to three shillings, as the case may be.[12]

How much the students profited from the library under this regimentation, or under the stringent conditions imposed in other colleges, cannot be ascertained, but until well beyond the middle of the nineteenth century the college libraries undoubtedly meant far less to undergraduates than did the libraries of student societies. In 1848, in a list of the various types of library then existent, the situation was summarized thus:

> *College libraries* (exclusive of students' libraries). Our colleges are mostly eleemosynary institutions. Their libraries are frequently the chance aggregations of the gifts of charity; too many of them discarded, as well nigh worthless, from the shelves of the donors. This is not true of all our college libraries; for among them are some very important collections, chosen with care and competent learning, purchased with economy, and guarded with prudence—though ever available to those who wish to use them aright.
>
> *Students' libraries,* in colleges, professional schools, academies, &c. The societies formed by students in our seminaries of learning, for mutual improvement in debate and composition, for the most part possess libraries. These are generally useful collections of books of a popular character. Sometimes (in Yale College particularly) they are large,

[12] *Library Journal,* 10: 217-218.

well selected, and admirably arranged and kept. Dust seldom gathers on the books in such collections.[13]

Something of the nature and the importance of these "students' libraries," at their best, may be seen in the circumstances under which the well-known "Poole's Index" to periodicals originated. At Yale there were two student societies, the Linonia Society and the Society of Brothers in Unity (better known as "Linonia" and "Brothers"). William F. Poole, when an undergraduate, was librarian of the Brothers' Library, in charge of their collection of about ten thousand volumes. In his contact with fellow-members who made diligent use of the library he perceived the need of an index "by which the contents of the periodicals could be made accessible to the students in the preparation of their written exercises, and the discussions of their literary societies."[14] Having compiled such an index, he found it so useful, and in so great demand, that he had it printed, in a small octavo volume of 154 pages. This was the forerunner of many later editions, much enlarged, and of supplementary volumes which made "Poole's Index" for generations a household word, and an indispensable reference tool of which *Readers' Guide* and other current indexes are lineal descendants.

These societies, in practically all the colleges, with their debates and literary exercises and their libraries, were a feature of incalculable importance in mid-century undergraduate life. Their libraries represented a sort of rugged individualism, cultivated in the forbidding atmosphere surrounding the college library.

In this connection it may be well to present the true facts in regard to an often-told story which does injustice to the mid-century librarians. John Langdon Sibley was a capable and far-seeing librarian of Harvard, from 1856 to 1874. Among many stories told about him is one to the effect that when

[13] Jewett, *Notices of Public Libraries in the United States*, p. 189.

[14] Preface to *An Index to Periodical Literature*, by Wm. Fred. Poole (2nd edition, 1853).

someone once asked him how the library was getting on he replied with joyful enthusiasm: "Fine. Every book is in its place on the shelves except one; Professor Agassiz has that, *and I am going now to get it back.*" But let us quote from the most authentic version of the tale, with its correct explanation. "Fine; all the books are back but two, and I am on my way for those," was Sibley's reply when the President, meeting him in "the Yard," inquired about the library. "The worst of the story is that it is literally true. Behind it, however, are facts not without interest, because they destroy its whole point. ---- Every compilation of laws governing the Library, before the annex in 1877 introduced bookstacks, contained a regulation for the return of all books once a year, usually just after the end of spring term. The annual inspection of the Library and its books followed a custom as old as libraries, and is traceable as far back as the thirteenth century. ---- In Sibley's day, the custom was still held in full force, ---- [and] it was for such an occasion that [he] was after the two books."[15]

Nevertheless, though Sibley's motive on this historic occasion has been generally misunderstood, it is undeniable that college libraries in those days were for college professors—not for college students unless for strictly curricular purposes and under stringent regulations. Conditions had changed but little in 1876, when Otis H. Robinson, librarian of the University of Rochester, wrote thus in a paper on college library administration:

Among the first of the privileges to be granted to students is that of carrying books to their rooms, to be used there. To this there are many and serious objections which, I learn, are allowed to prevail at several colleges of good standing, viz., the books are worn out; some are never returned; they are not in the library when wanted for consultation. These and other similar objections might have been forcible when books were rare enough to be a luxury. It was doubtless wise, then, to regard the preservation of a library as the chief end of its administration. But

[15] C. E. Walton, *The Three-Hundredth Anniversary of the Harvard College Library*, pp. 37-38.

now the chief end is its use. If properly used, the wearing out of the good books is the best possible indication. - - - - What is wanted is the greatest possible benefit from a library, but a large percentage of its most useful books will be of very little account to young men if their use is to be confined to a public reading room. - - - -

Robinson then recommended that the students be given as liberal access as possible to the books on the shelves. "A young man," he said, "who spends four or seven years of student life where he can see a library, but cannot reach it, generally just fails of the only opportunity which is ever possible both to acquire the tastes and habits of a reader himself, and to prepare himself to mold the tastes and habits of others." Continuing, he wrote:

Notwithstanding the great advantages of the use of a library in the manner pointed out, if I mistake not, it is not usually contemplated by college library regulations. How to use books is not so much studied as how to get and preserve them. - - - - I have seen a college library of 25,000 volumes or more, all in most beautiful order, everything looking as perfect as if just fitted up for a critical examination, where the reading room was entirely apart, and the books could be seen by students only through an opening like that of a ticket office at a railroad station. The reading room contained dictionaries, cyclopaedias, newspapers, and magazines, and, it was said, a well kept manuscript catalogue of the library. The result one can easily conjecture; the students read the newspapers, and the librarian preserved the books.[16]

These words not only describe attitudes which had previously prevailed in regard to use of college libraries by undergraduates, but indicate the approach of a new era. It has been said that "at first the students were tolerated in the library, then welcomed to it, and now they are urged to frequent it."[17] The first period extended down into the third quarter of the nineteenth century. The second continued until the early

[16] U. S. Bureau of Education, *Report on Public Libraries in the United States of America,* 1876, pp. 515-519.

[17] W. M. Randall and F. L. D. Goodrich, *Principles of College Library Administration,* p. 148.

years of the twentieth; professors began the practice of making "required reading" assignments, and hence the students were not only welcomed at the library, but were required to come; a new generation of librarians had arisen, too, who shared the views expressed by Otis Robinson and held that the chief aim of a library should be the greatest possible amount of good to the greatest possible number of people. For more than a quarter-century now we have been in the third period, in which the librarians have endeavored, "with considerable Labour and Pains," as President Clap put it, to increase the voluntary use of the library by the student body and to help them to use it with greater skill, wisdom, and profit.

The task is not easy. Required extra-curricular activities are numerous, and diversions of all sorts, unrequired but excessively popular, are innumerable. Newspapers, digest magazines, picture magazines, and other forms of "literature" unknown to the Brothers in Unity at Yale a century ago, occupy much of the time that is given to reading. Great as is the use of the library, it is low in proportion to what it ought to be. A very large part of it, too, is in connection with the books placed on reserve for the reading of required assignments, and this system, as President Wriston of Brown University has said, is subject to "serious defects"; the students' "firsthand knowledge of the resources of the library, and how to use them, is limited," and "using the reserved books, they face no problems of choice or selection, of search and sampling; incentives to initiative in the utilization of books are impaired or destroyed."[18] Every librarian is acutely conscious of the fact that few of those who receive their bachelor's diploma on Commencement day have acquired more than a superficial knowledge of how to use, effectively, a large library; few, during the formative years they have spent on the campus, have received from the library more than a small fraction of the good which they should have received.

[18] Henry M. Wriston in *The Library of Tomorrow*, ed. by Emily Miller Danton, p. 146.

In the endeavor to overcome these difficulties resort has been had to many devices. Foremost among these is the "browsing room," which within the last twenty years has come to be regarded as an essential feature in most university and college libraries. To define the ideal purposes of such a room we quote from a description of the Linonia and Brothers Library at Yale—an undergraduate library, the origin of which was the combination of the two student society libraries of the last century and their merger as a part of the University Library:

A "browsing" library exists primarily to give pleasure and to expose the undergraduate to books that he will like to read, as well as to those that he should. Both will be available. - - - -

Of what shall this collection consist? Obviously of those respectable elders, the Classics, whether they be much read or not; and obviously of that goodly company that march forever under the banners of English and American literature; good and readable biographies (incidentally, all books in a browsing library must be readable primarily); histories, with special emphasis on England and America; travel; the useful as well as the fine arts; philosophy, science, and religion; drama, poetry, translations of the best foreign literature, and a good collection of what, for want of a better term, is called literary miscellany. A few, very few, reference books should be available, - - - -.

Modern fiction, the best of it, should appear on the shelves promptly after publication, and here the librarian will find himself particularly beset, if not bedeviled. There are people yet alive who cling to the Victorian notion that novel reading is a somewhat disreputable pursuit—they would have none of them. They forget that nearly all the greatest literature of the world is imaginative and that the novel best cultivates the art of reading, broadens the outlook, and teaches a knowledge of and sympathy with all mankind. - - - -

Few laws and regulations are required for the smooth functioning of a browsing library; outside of detective stories, major crimes rarely occur there, and the occupants need little policing. What they do need is to be left alone to do their own browsing and make their own discoveries, and in so doing, as Dr. Coffin has said, "will their minds be

informed, imaginations kindled, tastes cultured, sympathies broadened, and their spirits consecrated to high issues."[19]

In the development of the browsing room idea, however, some tendencies have been manifested which, in the writer's opinion, are unnecessary and undesirable. In the prosperous, luxury-engendering years of the nineteen-twenties, and in connection with the erection of many new library buildings, browsing rooms came to be modelled closely after the "club library," dressed up with overstuffed chairs and davenports, floor lamps and ash-trays, and perhaps velvet-like rugs. This is necessary, it has been generally thought, for many students will not read without these enticements. Now there is no objection to these things in themselves, of course; in fact, they are extremely nice; but I do not believe that it is necessary for a library to supply them, for most of the students will read, and read well, if they can do so in reasonably comfortable and pleasant environment. I also question the desirability of these alluring features, for they lead too easily to acceptance of the fallacious idea that everybody must read something, and of the dangerous corollary of this, that the library must supply something that everyone—well, nearly everyone, will read. I do not imply that browsing rooms in general are based upon that thought, but some of them exhibit a dangerous trend in that direction, and overstuffed chairs increase the danger.

Another expedient, still more recent and still in an experimental stage, is the dormitory or fraternity house or "hall of residence" library. This was first introduced on a large scale at Harvard, in 1931, in connection with the "House Plan," and has been widely adopted elsewhere in a great variety of forms and on scales ranging from the minimum of 8,000 volumes, with which Harvard began its innovation, down to a few hundred volumes on some corner-shelves. If such a collection is large enough it may serve to give the students much

[19] Ridgely Hunt, "A Few Thoughts on Linonia and Brothers," in *Yale University Library Gazette*, January, 1932, pp. 53-55.

of the information they need in preparation of papers and other assignments; here there may be danger that the students will rest content with partially adequate resources, instead of resorting to the general library for better and more abundant material. If the collection is small, it can serve only as a "browsing" collection; this is good, but here, again, there is danger of neglecting the general library's more abundant and richer pastures. Whether such libraries are needed, and what form they should take, depends very largely on local conditions. The only generalization that can be made is that they should not become "a substitute for the regular library program" but should be so designed that they will "contribute a useful supplement" to it.[20] The library of the college or university cannot transfer its functions to fraternity houses and dormitories.

What are these functions, insofar as undergraduates are concerned? Three may be mentioned here, as primary functions:

1. To supply recreational reading, for there is distinctly a place for this, apart from all considerations of information, knowledge, and culture.

2. To supply reading for general information and cultural growth. Lest this be interpreted to mean the "gentleman's library" of unread classics, for a definition I refer again to Ridgely Hunt's splendid statement, quoted in part above.

3. To make available, and to assist in the use of, the books, periodicals, and other sources of information, needed in connection with the students' work.

All of this is far more difficult in a large university library than in a college. To quote again from President Wriston:

> It is one of the tragic paradoxes that the larger a library is and, in a sense, the better it is, the more difficult it is for students to use it, and particularly for those who need it most. The larger and better the

[20] Harvie Branscomb, *Teaching With Books*, p. 152.

library, the more precise must the student be in calling for a book of the existence of which he may not know, the longer he must wait to get it, and the less chance he has to see it on the shelf, to see other books in the same classification, and to handle books freely. Moreover, while it is true that the quality of libraries has improved, it is equally true that the books which would have the deepest and most enriching significance to students are more and more buried in the mass.[21]

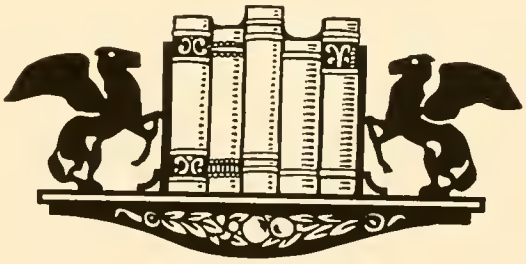
In view of these difficulties, how is a university library to fulfill its functions? In my opinion there is but one way that is adequate for full accomplishment of the purpose. There should be, in the general library of the university, an "undergraduate" or "college" library. This may consist of a general reading room for working purposes and for serious reading, with a smaller room (preferably adjoining) for a browsing collection, or, if size and other considerations make it feasible, the browsing collection may occupy one end of the general room, separated from it by book-shelves or other partition; there would be no harm in having it in close proximity to the more utilitarian collection. The library should contain certainly not less than 5,000 volumes, and preferably not less than 10,000. It should be administered by a staff of librarians of requisite general education, training in bibliographical tools and methods of research, and understanding of college undergraduates. This library would conflict in no way with the main collections and the interests of the university library. On the contrary, it would stimulate use of the main collections, for while it would be sufficient in itself for most or all needs of underclassmen, for the more advanced work of upperclassmen recourse would at times be necessary to more specialized sources.

In such a library as this the new-comer, fresh from "preparatory" school, could continue his preparation for life with opportunities which are denied him if, as Otis Robinson wrote in 1876, he "can see a library, but cannot reach it." Here he

[21] *Op. cit.*, p. 144.

could have intimate, daily contact, probably for the first time, with an ample but inviting display of the best that there is in books; with the record, as Carlyle puts it, of "all that Mankind has done, thought, gained or been." Here he could gradually, and largely by his own effort, become acquainted with the use of catalogues and bibliographical tools—things which are simple, when mastered, as every trained student knows, but until mastered are inscrutably baffling—as every librarian knows from daily observation. Here he could begin to learn to use books with skill and intelligent discrimination; to "master" books—that is, make them his servants—to serve as a source of information, as a basis for formation of intelligent opinion and sound judgment.

Research is a distinctive feature of the university, but a college is an integral part of the university, and provision must be made for both interests. Only a very small number of the whole group of students in the college will ever take graduate work. During their undergraduate years they should certainly be given the richest possible opportunities, not only in class instruction but in acquiring, in the library, that all-important part of their education which must be gained by their individual effort. They are the youth who will be called upon "to decide on treaties and constitutional questions."



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